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ABSTRACT

The first part of this document contains reports of committee activities and discussions in five areas: higher education and research, general and technical education, out-of-school education, cultural development, and educational documentation and research. The second part includes a progress report of the Council and reports from the eighth session of the Standing Conference of European Ministers of Education. Reports from the session are full texts of papers dealing with different aspects of educational needs of the 16-19 age group and areas for intensified European cooperation. Resolutions by the Standing Conference on these topics are also presented. (JP)

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The* Information Bulletin *which is distributed free of charge three times a year in an English and a French edition, informs on the educational, cultural and scientific activities of the Council of Europe and reprints important policy documents of European interest in these fields.

First Part

Higher Education and Research

Nicosia
(Cyprus)

17th-19th April 1973

27th meeting of the Committee

The spring meeting of the Committee for Higher Education and Research held this year in Nicosia (Cyprus), dealt with two main themes : admismion to higher education and equivalence of diplomas. A summary of the conclusions is given below.

Admission to higher education

In discussing the problems of admission to higher education and in particular the question of restricted admission ("numerus clausus"), the Committee stressed the following principles :

Right to education

— Individuals can claim a right to education (Article 2, sub-section 1, of the first additional Protocol to the Council of Europe's Human Rights Convention and 1968 decision of the Human Rights Court).

— Taking into account the various legal opinions expressed so far, it seems that this right means :

- a right to basic education within the framework of compulsory schooling ;
- a right to pursue a course with a view to obtaining a personal qualification ;
- a right not to be excluded from continuing education beyond compulsory education ;
- a right to educational leisure.

— The right to education is based on the principle of equality of opportunity. Provided that a person fulfils the necessary conditions, he can claim a right to be allowed to seek admission to any educational institution existing in the country (*equal treatment*).

— A person cannot, however, claim that the authorities in his country are obliged to create certain educational institutions or to find him a place at a university and — a fortiori — in his chosen subject. The authorities should however do their best to help those students who were rejected at one university to find a place at another.

— The universities have a moral obligation to open their doors to those who have been underprivileged or unable — for one or another reason — to follow the type of secondary education leading to the university, provided that they can demonstrate their capacity to profit from university education.

General criteria for admission

— According to the prevailing philosophy in the majority of CCC countries, higher education should be open to all who are sufficiently qualified (*principle of open access*).

— In order to avoid imperilling academic standards, the authorities, when defining university entrance criteria, should not be too "generous". On the other hand, entrance criteria should be kept under constant review.

The problem of "numerus clausus"

— Certain countries want to make sure that everybody with necessary qualifications can study at university level any subject of his choice. Some countries are bound by their Constitution to do so. They therefore feel that there ought to be no "numerus clausus".

— On the other hand, some countries feel it necessary to introduce "numerus clausus" for one or more of the following reasons :

- to maintain academic standards and efficiency in teaching and research ;
- to keep within existing capacity limits ;
- to avoid overcrowding in certain professional branches and unemployment amongst academically trained personnel ;
- to make sure that the number of students entering higher education does not exceed the percentage planned by the national authorities ;
- to keep in line with the educational priorities set.

— One cannot argue that "numerus clausus" is an exclusively national matter, because its introduction quite often has serious implications for the neighbouring countries.

— Wherever the national situation necessitates "numerus clausus", the following measures should be taken :

- The countries concerned should at least inform each other well in advance of any restrictive measures planned that might have implications beyond state frontiers.
- Numerus clausus should not be applied in such a way that it results in discrimination against foreign students.
- The authorities should examine closely existing facilities to make sure that they are being used as fully as possible.
- Methods of determining future needs and predicting student flows should be improved, so too the system of student guidance and counselling.

— Where a selection has to be made, the following considerations should be borne in mind :

- It is necessary to define objective selection criteria of which applicants are fully aware.
- Selection criteria might have to differ according to subject and discipline.
- Although in certain countries university autonomy in the selection of students has to be accepted as a fact, it would be desirable for the selection criteria applied to be roughly the same throughout the country. This would ensure that students in all parts of the country would have an equal chance when seeking admission.
- Some account should be taken of the student's motivation, his or her experience in professional life and the results of any psychological tests predicting the student's success or failure.

Admission of foreign students

— Member States should do their best to make sure that at least a certain percentage of the available places is reserved for foreign students, although the exact percentage of places reserved might have to vary from country to country, from university to university and from discipline to discipline.

— If there are more foreign applicants than places available, it would seem justifiable to give special consideration to the claims of students from countries :
  - where there is no university or where only very limited facilities are available (e.g. certain overseas countries) ;
  - signatory to the European Convention on the Equivalence of Diplomas leading to Admission to Universities ;
  - members of the CCC ;
  - with which there are traditional links.

As far as possible foreign applicants should be given the same chance as the country's own nationals when there are special selection procedures.

Equivalence of diplomas

After having taken note of the conclusions reached at earlier meetings of equivalence experts, the Committee felt that, at present, the creation of a rigid multilateral system of equivalences based on the subject, the duration and the level of studies would neither be feasible, nor desirable.

Member States should be encouraged to adopt a pragmatical approach :

— by concluding bilateral equivalence arrangements ;

— by giving institutions of tertiary education as much freedom as possible in granting recognition of foreign diplomas or periods of study passed abroad based on the merits of each individudal case, and by encouraging them to make use of this freedom.

Within the framework of student counselling and guidance, students should be able to obtain information on possibilities of recognition before they leave for a stay abroad.

In following the approach outlined above, ways and means would have to be gradually developed in order to come to some form of multilateral equivalences based not on a detailed comparison of course contents but on an evaluation of the level of attainment.

In sharing the view of its Working Party on Equivalence of Diplomas, the Committee affirmed that there was no pressing need to introduce the European Student's Record Book. Information on a student's previous performance can be obtained in a variety of ways. The following was recommended :

— Students wishing to go abroad should be entitled to claim from the university where they have pursued their studies some document or attestation giving evidence of their studies and of tests and examinations etc. passed so far.

— Such evidence may take the form of a booklet, a single sheet of paper, or a folder containing various individual documents. It could be provided in the national language.

— In no case should it be left entirely to the host university to obtain information about the student and to engage in correspondence with the home university or universities. Such correspondence should be limited to points of doubt, when the evidence which the student himself furnished is not considered adequate.

Efforts aiming at some standardisation of computerised personal files for students should be encouraged. For this purpose the Council of Europe should undertake an enquiry into the present practice in member countries and the possibilities of standardisation.

As regards the European Convention on the Equivalence of Periods of Study passed abroad, the Committee felt that the time had come to examine its gradual extension — by way of bilateral agreements — to practically all study courses. In discussing the question of guidelines for certain curricula, the Committee confirmed or stressed the following principles :

— General recognition of diplomas throughout Europe cannot be achieved at present. In

the long run, global acceptability of diplomas could, however, be facilitated if there were some agreement on :

- the levels of attainment to be reached by a given course (or in preceeding upper secondary education) ;
- the aims and objectives of a given course (e.g. preparation for a certain professional career at the university).

— Greater similarity of academic standards in Europe would facilitate mobility. At least it should be made easier to compare degree courses.

— The conclusions of meetings of educationalists on the level of attainment in a given course should in no way be binding but should only serve as an indication to ministries of education and universities.

The meeting was chaired by Professor U. Hochstrasser (Switzerland) and attended by senior officials and academic representatives from twenty member States. OECD, the Commission of the European Communities and the International Association of Universities were represented by observers.

Document : CCC/ESR (73) 47.

Strasbourg *19th-20th March 1973*

A European status for modern language lectors

(Working Party)

The steadily increasing numbers of lectors going abroad makes it necessary to take action for regulating their status both in home and host countries. The discussion of the status of modern language lectors could serve as a model for other categories of university staff, as their mobility problems might perhaps find a quicker solution than other groups of staff in higher education. A catalogue of principles should be elaborated taking either the form of a recommendation addressed to governments and universities or the form of legal agreement (Convention). The possibility of drafting a model for bilateral agreements might also be envisaged.

Details of such a catalogue of principles as a basis for what might be called a European status of lectors were discussed at the meeting, taking into account questions such as the role and the status of the lector, the qualifications required, selection and recruitment, teaching obligations, leave, promotion at home, level of salaries, promotion and advancement abroad, social security.

The lector's duties are specific and differ from those of an assistant lecturer. He is a member of the teaching staff and as such he comes under the authority of the university. Abroad or in the home country he should not lose his acquired rights and not be the object of any discriminatory treatment.

The status of the lector (civil servant or employee on contract basis) should be the subject of bilateral arrangements between the countries concerned. In countries where lectors enjoy a civil servant status, their foreign colleagues should be granted the same rights.

The home country — which is not necessarily the country of the lector's national origin — should take care that a person wishing to go abroad temporarily as a lector does not lose his status as a civil servant (provided he has been one) as well as his pension rights acquired up to the date of leaving. On the basis of bilateral agreements, periods spent abroad should be counted in the same way as periods spent at home. Likewise, lectors

staying abroad should not lose their chances and rights of promotion in their home countries.

The same principle of non-discrimination should be applied in the host countries. The foreign lectors should enjoy the same rights as the national staff. They should be offered the same payment and salary scales. Where necessary, the home country should try to compensate any difference in the level of salaries paid at home and abroad. As regards social security matters, the lectors must be given equal chances as the host country's own nationals. By way of bilateral agreement, both the home and the host country should make sure that one of them will be responsible for the social security of the lector during his stay abroad. If the home country's regulations or bilateral agreements do not make pension provisions for the period spent abroad, the host country should see to it that the lector acquires the right to a pension corresponding to the length of time spent in the host country.

As for promotion abroad, the foreign lector should have equal chances of advancement as the country's own nationals. If necessary, legislative measures should be introduced to enable him to prepare a thesis and, after having obtained the necessary qualifications, to apply for a professorship.

Lectors while staying abroad cannot claim sabbatical leave, yet they should be given the usual annual leave, and on occasions some additional home leave, not exceeding a period of three months a year.

Another question examined concerned the reintegration of lectors at home after a stay abroad. Consideration should be given in particular to lectors staying abroad and not enjoying civil servant status in the home country. As they are not in a position to claim re-employment, the home country should take the necessary steps in order to facilitate their reintegration.

It would be helpful, if countries would set up national information centres or services responsible for information in all questions of mobility. Each centre or service might keep in contact with lectors staying abroad and keep them informed about all important developments at home.

Documents : CCC/ESR (72) 109 ; (73) 26.

Karlsruhe *4th-5th April 1973*

Diversified development of tertiary education

(Working Party)

The Working Party was set up to evaluate the results of various experiments in tertiary education in five member countries (France, the Federal Republic of Germany, Norway, Switzerland, United Kingdom) and to confront emerging trends as well as alternative solutions.

After having met in Paris, Oslo and Karlsruhe, the Working Party will visit Bern and London and conclude the series of its meetings at Strasbourg. Thereafter it will submit a consolidated report to the Committee for Higher Education and Research.

A great number of papers dealing with the present situation as well as the future organisation of tertiary education in the Federal Republic of Germany were presented to the Karlsruhe meeting. The reports and lectures were grouped around four main topics : the planning of tertiary education at national level, the Comprehensive University, engineering and teacher education within the framework of comprehensive higher education and

research in the university. The following is a summary of the various reports and the discussions.

The planning of tertiary education at national level

Although in the Federal Republic of Germany there is no general overall plan as in France, the planning of tertiary education is seen within an overall framework. Like many other countries, Germany too is concerned with a well-balanced geographical distribution of tertiary institutions and the student explosion problem.

The planning mechanisms set up jointly by the Federation (Bund) and the eleven Länder — although somewhat complicated — may serve as an example for co-ordination in higher education. They comprise

— A joint Bund-Länder Commitee on Educational Planning ;

— A Joint Bund-Länder Committee on the Financing of new University Buildings ;

— A Consultative Council for Higher Education and Research (Wissenschaftsrat).

The West German Rectors' Conference is also involved in the process of planning. Certain questions as for instance selection procedures in the case of restricted admission to higher education ("numerus clausus") are settled by way of multilateral agreements among the Länder.

The comprehensive university

It must here be emphasized that the concept of the comprehensive university (Gesamthochschule) is entirely different from the traditional university system. The new comprehensive university will not consist merely of joint administration services for separate institutions but will be organised on the basis of a horizontal and vertical integration.

The creation of a fully integrated comprehensive university will need transitional stages, the duration of which is difficult to estimate. The following phases must be taken into consideration :

— Co-operation and co-ordination among independent institutions within a given geographical region, comprising in the same organisation all study subjects and curricula, an organic entity of study courses as well as joint use of technical facilities, joint research programmes, joint efforts for student guidance and counselling.

— Creation of co-operative comprehensive universities grouping different institutions which maintain their independence but are related through joint bodies.

Baden-Württemberg is at present passing over from the first to the second phase.

It is also obvious that the problems of the teaching body in the comprehensive university should be given special attention. All steps should be taken to plan the career and research activities of future comprehensive university teachers. In this context, measures must be taken to assist teachers from the non-university institutions preparing for a career in the comprehensive university.

Engineering and teacher education within the framework of the comprehensive university

The new concept of engineering education might be based on the following ideas :

— The basic idea of the comprehensive university is the curricula reform aiming at integrated courses which are more effective and offer greater opportunities for shortening the total length of study. The planning and testing of integrated courses in the engineering sciences presents so many points of view that complete fulfilment of this task

does not seem possible in the near future. This will be a permanent task for comprehensive universities in the form of experiments and supervised pilot projects.

— Even in integrated courses it will be necessary in future to keep the two-tiered system (short course — normally six semesters — long course — normally eight semesters). All courses should lead to a professional qualification and the award of an academic degree.

— As far as possible, a joint basic course should be offered for both types of courses already in the first phase of integration. It should lead to a compulsory intermediate examination. Differences in educational standards must be overcome by bridge courses.

— In the long run, the so-called consecutive model seems to be the most satisfactory solution. All students attend a common basic course, which ends in a preliminary qualifying examination as a rule after six semesters (three years). This is followed by a further period of scientific study in depth, rounded off by a second qualifying examination after from two to four semesters. This model makes it possible to make success in the first qualifying examination a condition for admission to further studies.

As regards teacher education, the following points were stressed :

It seems obvious that the trend in teacher education is towards the *education of teachers for the different age groups*. These teachers are qualified to teach a certain age group regardless of the still existing vertical types of schools.

It will therefore no longer be possible to educate teachers at different types of tertiary education institutions. As regards tertiary education, teacher education must be seen from a global point of view. The problem of teacher education will have to be solved by the future *comprehensive university*, no matter how it will be structured in detail. Nowadays the common elements and aspects of all the different ways of educating teachers have become more obvious and more important than in the past. This is an argument in favour of integrating all study courses for teachers into one single comprehensive system. In particular, passing over from one type of study course to another must be made as easy as possible so that the teacher students are given the opportunity of changing their orientation.

It will be necessary to develop an integrated but highly diversified system of study courses allowing teacher students to be more flexible in their final orientation and giving them at the same time a more solid education within their chosen study course.

On the other hand, one has to make sure that teacher education does not become an isolated area, a sort of teacher ghetto, within the comprehensive university. It is of vital importance for both the sector of teacher education and the comprehensive university as a whole, that teacher education is linked as closely as possible to all the other sectors of the comprehensive university as regards teaching, learning and research and that teacher students can also pass over to other types of study courses outside the teacher education sector and vice versa.

Research in the university

The German system of defining certain research priority centres (Sonderforschungsbereiche) in which the different university departments and non-university research centres co-operate seems to have been a successful experiment. The principle of combining teaching and research might be maintained, but university staff should be given greater freedom to specialise in teaching, research or the service function (wissenschaftliche Dienstleistungen).

Document : CCC/ESR (73) 41.

Strasbourg *2nd-3rd May 1973*
(Working Party)

Strasbourg *28th-29th May 1973*
(Meeting of experts)

Equivalence of diplomas

Two meetings were held in May 1973 in Strasbourg dealing with different aspects of the equivalence question and both aiming at giving a follow-up to the decisions taken at the Committee's last meeting.

The Working Party which acts as a Steering Group for the whole theme of "Equivalence of Diplomas" brought together equivalence experts from four member States and observers from the Commission of the European Communities and UNESCO. It discussed in particular the preliminary findings of a commissioned study on the improvement of the present system of equivalence information and reached the following conclusions :

- More should be done to persuade governments and universities to conclude bilateral equivalence agreements and publicity should be given to existing ones.
- The possibility of extending the Convention on the Equivalence of Diplomas leading to Admission to Universities to other institutions of tertiary education should be examined.
- Member States should make sure that their legislation does not present difficulties as regards the recognition of foreign diplomas in any field of study. They should also be urged to proceed with the setting-up of national equivalence information centres.

In addition, the Working Party agreed on a list of data concerning a student's previous performance. These data might be contained in a student's record book or in any other type of document handed over to the student wishing to continue studying abroad.

This question, and in particular the standardization of computerized individual files for students, were discussed at another meeting held in Strasbourg at the end of May.

The gradual introduction of computerized individual files could facilitate mobility by providing information on a student's previous studies, tests, examinations etc., either with a print-out of the computerized data, or with a coded print-out to which the key for translation could be added. However, opinions diverged as to whether, in the long run, computerization might not create additional difficulties.

It was recommended to amplify the list of data, make it known to all universities and to continue efforts towards some degree of harmonisation of computerized files for students. It was also recommended that the last university attended by the student should be responsible for dealing with the totality of the student's data.

The compatibility of computer systems was not regarded as an absolute necessity. As long as under each system (type of programme and computer) understandable print-outs are produced any effort to achieve compatibility of the various systems used for generating student files would be a highly complicated, and in fact, an unrealistic approach to the problem.

After having discussed at great length the possibilities of standardization and the list of information items needed to promote mobility, the meeting recommended :

- Information on the progress made with computerized student files and the systems used should be regularly exchanged between member States.
- An enquiry should be carried out among national liaison officers of the Committee to elucidate the following questions :
  - Which universities have already introduced computerized personal files for students ?
  - Which systems are used ?
  - What are the plans for the development of the filing systems ?
  - Who are the persons in charge of the files at each university ?

Documents : CCC/ESR (73) 39 ; 44.

General and Technical Education

Strasbourg *12th-13th March 1973*
2nd-3rd April 1973
4th-5th April 1973

Meetings of Co-ordinating Groups

The Committee has set up Co-ordinating Groups to assess its previous activities and to propose in the light of the assessment made, projects to be carried out in five main sectors of its programme. The first meetings of the Co-ordinating Groups were devoted to the examination of pre-school and primary education (see *Information Bulletin* 1/1973). A summary of the discussions of the three meetings held since on curricula, secondary education and on assessment and guidance is given below.

Curricula

After having discussed the activities on curricula in the programme for 1973 and in the draft programme for 1974 of the Committee, the meeting made proposals for a five-year policy for the period 1975-79 and a two-year programme of operational activities for the period 1975-76.

The Co-ordinating Group examined thoroughly the details of activities to be undertaken in these periods, and emphasized that curriculum development could not be considered in isolation from such important issues as permanent education, the democratisation and individualisation of education, pupil motivation, participation, examinations, teaching methods and developments in educational technology.

Furthermore, it has pointed out that it was highly unlikely that national educational budgets would continue to increase at the same rate as in recent years. Consequently, it was necessary to ensure the best possible returns from investments in education. It was also suggested that the Council of Europe should make practical use of its rich store of information on curriculum development by the preparation and testing of experimental syllabuses in pilot schools in member States.

The main project on curricula to be undertaken by the Committee in 1975-76 should be concerned with curricula for pupils in lower secondary education, i.e. from 11/12 to 15/16 years of age. The project should take account of the fact that some pupils in this age group left school as soon as they reached the end of compulsory full-time education, while others continued their studies. The project should examine such basic questions as curriculum balance, the possibility of differentiating curricula for various groups of pupils, the grouping of individual subjects in interdisciplinary fields of study and the consequences of evaluation on curriculum content.

The education of the children of migrant workers should also be given special attention. With this in mind, the Committee should study the development of special complementary curricula for these children. Furthermore, it was suggested that the work on this project should be organised in three distinct phases. During the first phase, representatives of the home countries of migrant workers should prepare a list of their requirements for complementary curricula. In the second phase, representatives of both the home and host countries should discuss this list of requirements, and the third phase should be devoted to the implementation of the conclusions reached in the second phase.

The meeting asked its Co-ordinator, Mr. L. Géminard (France), to prepare a document

containing detailed proposals for the two projects on curricula for pupils in lower secondary education, and special complementary curricula for the children of migrant workers. He should also suggest guidelines for the use of past work in the project on curricula for pupils in lower secondary education and for the co-ordination of curricula for general education on the one one hand and technical and vocational education on the other. The cross-fertilisation of ideas and techniques between these two branches of education might prove to yield useful results.

The meeting was informed about the results of past activities in the folloiwng fields : history, geography, social and civic education, modern languages, creativity and artistic activities, ecology, road safety, technology, the Oxford/Council of Europe Study for the Evaluation of the Curriculum and Examinations and the Symposium on "Curriculum planning and development for upper secondary education", held in Karlskrona (Sweden).

The participants were convinced that the activities had been of considerable value to governments and educational circles in the member States. They suggested that, in future, the Committee should concentrate on the general question of the balance of the various subjects and the introduction of new elements of knowledge into the curriculum.

Secondary education

The major decisions taken during the meeting concerned the future activities of the Committee for General and Technical Education for the years 1975-79. It was recommended that the Committee should undertake during this period :

— a two-phase project on the integration of secondary education ;

— a project on independent work by pupils.

With regard to the project on the integration of secondary education, the Group recommended that the Co-ordinator, Mr. H. Reimers, should be asked to prepare a set of proposals on the integration of education for the 16 to 19 age group. This project should be a fact-finding operation and should consist of an objective review of the various solutions adopted in member States as well as of likely trends. As a second step, Mr. Reimers should be asked to prepare for the second meeting of the Group a set of proposals on the integration of education for the 11 to 15 or 16 age group.

With regard to the project on independent work, Mr. Reimers should be asked to prepare a set of proposals on the subject.

The Group also discussed the past activities on secondary education, with a view to follow-up action in particular the Symposium on "Problems and new forms of upper secondary education" (Düsseldorf, 11-19 November 1968), the Symposium on "The evolution of technical and vocational education" (Dublin, 18-26 September 1969), and the Symposium on "Factors in primary and secondary education which determine the effectiveness of further education in later life" (Pont-à-Mousson, 11-17 January 1972).

Assessment and guidance

The last of the meetings of the Co-ordinating Groups was attended by experts from eight member States and the Co-ordinator, Mr. H. Levarlet (Belgium), and was devoted to the discussion of assessment and guidance problems. The meeting agreed that assessment and guidance have an equal importance at all school levels, and concern, in different respects, pupils, parents, teachers as well as those responsible for educational administration.

Main decisions taken during the meeting concerned the follow-up to be given to past activities, and in particular the elaboration ot two new projects, dealing with "the assessment of school and examination results" and "the role, function and training of guidance staff".

In 1974, a meeting of experts representing centres specialising in methods of educational assessment should be held to exchange information on recent developments and to approve arrangements for systematic co-operation between these centres. In the course of the same year another meeting should examine the role of non-cognitive aspects in pupil guidance. Some of the proposed activities for the programmes for the period 1975-79 concerned : teacher training courses on objective assessment of pupils and pupil participation in the assessment process ; self-assessment by pupils and their active participation in assessment ; study of significant pilot experiments conducted in Belgium, Denmark, the Federal Republic of Germany, France, and the United Kingdom ; stock-taking and definition of the role and functions of those involved in educational guidance : teachers, counsellors and parents.

Documents : CCC/EGT (73) 6 ; 11 ; 12.

Santa Cruz de Teneriffe

24th-30th April 1973

The objectives of technical and vocational education

(Symposium)

Unlike general education, which has years of tradition behind it, and which has developed along similar lines in all European countries, technical and vocational education is of more recent origin and comprises a multitude of forms, at various levels, which it is difficult to define precisely and even more difficult to compare.

Delegates from all member States and observers from Spain attended the meeting to determine the situation and the role of technical and vocational education in school systems in Europe. Participants in various working groups examined the objectives of technical and vocational education from the educational, technico-economic, scientific and sociological points of view.

Whatever the structures, forms and levels of technical and vocational education may be, they appear to have two common aims : vocational (acquisition of a certain degree of technicity) and general (possibility of transfer).

In Europe there are three main types of technical and vocational education :

- Secondary technical education — i.e. education in which the accent is placed on transfer possibilities and which leads to a diploma (equivalent to the baccalaureate, school-leaving examination, maturità, Abitur, etc.). Students leaving this kind of education may require supplementary practical knowledge, which may be obtained either through further, specifically technical, training or through a course in industry.
- Technical vocational education — in which the accent is placed on the vocational aim, and which leads to technicians status. The students leaving this kind of education may require further general and scientific knowledge to gain admission to education at a higher level.
- Vocational education — again the accent is placed on the vocational aim but, here, with a view to the student's immediate entry into active life as a skilled worker or "white-collar" worker.

The meeting was unanimous in agreeing that technical and vocational education and general education are not alternative forms of education; they are two components of the same educational system. A complete education to meet the needs of modern society should include humanistic, scientific and technological components, the proportion of which would vary according to the objectives of the course of study.

Apart from the general aim of all forms of education, technical and vocational education should provide its students with practical and theoretical training, enabling them so acquire professional skill, corresponding to their desires, through the development of their personal capacities.

It was stressed that in the "man and machine system" approach, it should not be forgotten that the central position is occupied by man. The needs of the individual should come first in education, without however ignoring social and economic requirements.

As regards the "weighting" of objectives the following conclusions were reached :

- In secondary technical education aiming at transfer possibilities, the accent should be placed on scientific and technological aspects, as well as the understanding of social relations in the working world, and notions of economics.
- In technical education aiming at immediate entry into active life particular emphasis must be given to the knowledge and "know-how" required for the employment which the student intends to take up. This education should nevertheless provide education for human relations and an initiation into economics and organisation of work.
- In vocational education leading to a qualification for skilled worker or "white-collar" employment a large part of instruction should be devoted to the development of personality and to the acquisition of the skills required for the employment envisaged. It should also include preparation for psychological adaptation to professional life.

In a world in which man is confronted daily with technical phenomena and their application, technology constitutes an important part of our civilisation and culture. All education should therefore cover to some extent technological phenomena and their influence on economic and social life. Moreover, training in technical subjects, whether theoretical or practical, is equally valuable from the educational point of view as that in other so-called "general" subjects.

As regards the evolution of technical and vocational education, it should be regarded as a living organism, continuously adapting to the needs of society at large and the needs of the individual members who compose that society. In future it should prepare its pupils for a group of employments, rather than one specific and highly specialised activity.

Finally, it was stressed that the method of teaching should allow individualisation, develop interdisciplinarity, promote team-work and, at the same time, train the pupil for self-education, which will eventually become indispensable to continued education.

Documents : CCC/EGT (72) 32 ; (73) 17.

Strasbourg *2nd-4th May 1973*

Continued training of teachers

(Meeting of the National Correspondents)

National Correspondents from sixteen member States met for the first time to discuss in particular the elaboration of a permanent system for the exchange of information and experience between the various countries and the institutions responsible for the continued training of teachers. It examined also the ways and means for a systematic organisation of continued training courses open to foreign teachers, and proposed themes for short- and long-term programmes of such courses.

As a first step, the Council of Europe should prepare and keep up to date, with the

assistance of National Correspondents providing information on national and regional bodies, an inventory of the centres and institutions dealing with the continued training of teachers in Europe. The inventory would then be submitted to the Committee for General and Technical Education and subsequently to the next meeting of the National Correspondents to be held in 1974.

Since 1971, short training courses organised for national teachers were opened to teachers from abroad in four member States, namely Austria, the Netherlands, Switzerland and the United Kingdom. The meeting stressed the success of these courses and recommended that other member States would participate in this scheme.

Furthermore it was recommended that the Secretariat, in co-operation with National Correspondents, should compile a list of specialists in different fields, indicating also their operative languages, who would be available to take part in such courses and conferences in various member States.

Complementing the Committee's activities in this field a study on "New policies for the training of teachers" should be ready in the course of 1974. Dealing with both initial and continued training of teachers, it should outline the present situation in member countries as well as their reform plans, and analyse the new trends in the training of teachers.

With regard to guidelines for a long-term programme covering the years 1975-79, the meeting agreed to select the following areas as priority themes :

— The contribution of continued training to teachers faced with change and innovation ;

— Modern methods of and approaches to continued training ;

— The contribution of action research to the continued training of teachers.

Other themes, such as "the relationship of initial training with continued training", and "the problems of the evaluation of continued training and ways of resolving them" were suggested for possible inclusion in the programme.

Participants stressed the need for a uniform terminology in this field. They also examined all conclusions and recommendations of previous symposia and meetings devoted to this subject and made suggestions for follow-up actions.

Documents : DECS/EGT (73) 25 ;
CCC/EGT (71) 39 ; (73) 16.

Strasbourg *28th-30th May 1973*

Education of migrant workers' children — Training of their teachers

(Meeting of experts)

When examining the specialised training to be given to teachers responsible for the education of migrant workers' children, the participants, who represented seven member States, focused their attention on the various aspects of the question : the contents of basic specialised and/or additional teacher training and the training of auxiliary staff, action taken in immigration and emigration countries to provide such training and co-operation between parents and schools.

Much of the discussion concentrated on the contents of the training given to teachers and auxiliary staff at various educational levels and for different categories of classes (reception classes, mixed classes, classes for immigrants of the same nationality, etc.), including

training in teaching the language of the host country as a second language. The main conclusions reached are set out below :

First of all, a clear distinction must be made in respect of the contents of basic, specialised and additional teacher training in the immigration and the emigration countries.

All teachers should be made aware during their basic training of the difficulties encountered by migrant workers' children. In the host countries, part of their training period should concentrate on the education of foreign children and specialised training should be provided for persons intending to teach such pupils.

The purpose of additional training should be to carry further the specialised basic training already acquired. In the case of teachers already working and in charge of migrant workers' children, further training courses and retraining for certain categories are essential.

As regards instruction in foreign languages, teachers in the emigration countries who go abroad should be bilingual but it is not necessary that lessons in the language of an emigration country should be a compulsory part of specialised basic training for teachers in the immigration countries.

Further, it is desirable that public and private bodies should work torwards genuine co-operation between parents and schools.

Authorities in the immigration and emigration countries should be urged to arrange additional training, retraining and in-service training courses and to make grants available.

Lastly, there was felt to be a need for a study on specialised basic training and additional training for teachers responsible for the education of migrant workers' children, to include replies from a number of member States (Belgium, Spain, France, the Federal Republic of Germany, Italy, Netherlands, Sweden, Switzerland, Turkey and the United Kingdom) on the current situation and future outlook in their countries, a review of the national reports and a critical analysis by the author, W. L. Warzee (Belgium).

Document : CCC/EGT (73) 13.

Out-of-School Education

Strasbourg *3rd-5th April 1973*

A European unit/credit system for modern language learning by adults

The proposals to create a European unit/credit system for modern language learning by adults aim at establishing a general framework which is based upon the needs of the learner and the linguistic operations required. Several meetings held in the past dealt with the various aspects and stages of the system.

Inserted within the context of investigating the feasibility of such a unit/credit system and of planning its introduction, the latest meeting was devoted mainly to details concerning the second phase of the research and development programme, namely the operational specifications of adult language learning objectives. A progress report on the full-time research undertaken under this project was presented by Dr. K. Bung (United Kingdom). The mathematical model worked out so far by Dr. Bung was considered to be an effective

analytical tool as it adds a new dimension to the classification of the various possible language activities.

In discussing further details of the report, the meeting agreed that the language activities to be listed in the final study should not be confined to those that have an observable output. The assignment of subject matter content to the modules established by Dr. Bung must be compatible with the dimensions of content analysis defined in the preliminary studies by Messrs. J. A. van Ek, R. Richterich, and D. A. Wilkins. It was emphasised that the unit/credit system as envisaged was highly dependent on the compatibility of such analyses.

How would the scheme, as at present conceived, operate in application ? A practical example illustrating the scheme in concrete terms would facilitate further procedure. Dr. Bung was therefore asked to prepare an exemplary study of the structure of a language unit (or units) in terms of the component modules corresponding to the situation of a waiter with associated functions in a small hotel dealing with English-speaking tourists.

Additional research is still needed to extend the specifications of language units to a wider range of learners of contrasting types, determining the adequacy of the unit/credit scheme.

The Group of experts examined also the draft outline for a European unit/credit system for modern language learning by adults, prepared by Professor J. L. M. Trim (United Kingdom), Project Director. This document will be submitted to the St. Wolfgang Symposium (17th-28th June 1973) and will serve a twofold purpose : it will both sound opinion among participants at the Symposium whether they agree in principle with the idea and concept of the unit/credit system so far developed and indicate possible implications and further developments of the scheme, for instance the role of national pilot experiments in the implementation of the project.

Document : CCC/EES (73) 15.

Strasbourg *5th-6th April 1973*

The evaluation of multi-media systems

(Group of experts)

After having included the evaluation of multi-media systems in its work programme, the CCC intends as a first step, to undertake a study on the methods of evaluation. This reference work will be concerned in particular with out-of-school systems.

The discussions of the meeting, which was attended by experts from five countries, were devoted to the examination and to an exchange of views concerning the preparation of such a study, and in particular to the introductory note prepared by Mrs. N. McIntosh (Open University, United Kingdom). As to the nature of the work planned, it was agreed that it would not be a compilation of methodology or experimental educational theory, but a practical handbook. While dealing with the technical aspects of evaluation it would also be addressed at a wide public interested in the development and use of multi-media systems. Thus the aim would be to produce a rather comprehensive and flexible reference work.

Experiments and case studies would be described as illustrations of evaluation methods. There would be an English and French glossary of technical vocabulary so that it would be easier to read and the concepts involved more precisely demarcated.

There should be a general introduction stating the basic ideas relevant to multi-media systems, facilitating thus a better definition of evaluation subjects and dealing with :

— Nature, constituents and objectives of a multi-media system.
— Distinction between traditional teaching and multi-media teaching.
— Distinction between an individualised system and a mass system.
— Distinction between an open system and a closed system ; existence of mixed systems.
— General problems of evaluating a system of teaching, and problems peculiar to multi-media systems (for example, identification of the public, dissemination of information, interfaces, etc.).
— Place and function of evaluation in the production of a multi-media system.
— Definition of objectives in terms susceptible of evaluation (problems of norms, criteria and tests).

The very concept of evaluation should be studied in depth and defined in operational terms. The terminology should be clearly explained, e.g. :
— internal evaluation and external evaluation ;
— formative evaluation and summative evaluation ;
— predictive (or a priori) evaluation and retrospective (or a posteriori) evaluation ;
— evaluation of system functioning (control, feed-back).

Document : CCC/TE (73) 3.

Cultural Development

Paris *27th-28th March 1973*

Cultural development and new ways of disseminating culture
(Meeting of experts)

The aim of the meeting was to discuss the objectives and implementation of a programme dealing with the new ways of disseminating culture in the context of cultural development.

Experts from thirteen member States, the project director, Mr. G. Wangermée, Director General of the Belgian Radio-Television (French programmes) and Mr. E. Ploman, Director of the International Broadcasting Institute, attended the meeting. Following a discussion of the problems to be faced in this field, the experts recommended that the CCC should finally insert in its programme a project on "Cultural development and major means of diffusion" with the object of assembling, with an eye to the future, all the material that could assist governments in working out their audio-visual communications policies. In implementing such a project, which, through the extremely fluid nature of its various elements will necessarily evolve constantly, account should be taken of all relevant aspects : political, legal, technical, economic, cultural and social (with the accent on the democratisation of communications). Emphasis would be placed on the concept of service.

So as to ensure co-ordination and continuity in the programme, the CCC should bring together a small group of multi-disciplinary independant experts engaged in prospective thinking. While taking as their basis the work already done in the exploratory phase of the project, they would have the task of :

- studying possible models for national audio-visual communication policies together with the forseeable consequences for society,
- assessing experiments in progress giving special attention to certain problems such as the role of advertisement in new means of communication, the respective roles and inter-relations of private capital and public funds, the effects of new means and

techniques on existing means, the creation and introduction of new means and their effects on old ones.

To that end the CCC should provide for the group's work to begin in January 1974 and in this current year make arrangements for its effective, flexible and rational functioning as a "cell" whose purpose is to carry out continuous reflexion and action.

Furthermore the experts recommended that :

— in 1974 and 1975 the main emphasis should be placed on cable television ;

— in 1976 an ad hoc conference should be organised on the same theme ;

— in 1977 and in the years that follow attention should focus on videograms and teledistribution and telediffusion satellites.

Documents : CCC/EES (72) 98 ;
CCC/DC (73) 28.

Strasbourg *9th-10th April 1973*

A youth programme

(Group of experts)

Delegates from eight member States met to discuss the guiding principles of medium-term and long-term programmes complementing those of the European Youth Centre and the European Youth Foundation. They recommended that the Committee for Out-of-School Education and Cultural Development should carry out a project dealing with :

— documentation on research into youth questions ;

— participation by young people in social structures ;

— individual rights and responsibilities of young people.

It was proposed that steps should be taken, in co-operation with the European Youth Centre, for gradually establishing a "European documentation centre for research into youth questions".

Its main function would be to put non-governmental organisations, public youth services and research workers in touch with national institutes conducting studies on youth questions. It would be a centre supplying information rather than providing documentary material.

The aim of the second activity to be placed on the new programme would be to examine the ways and means of an effective integration of young people into the life of the community. To this end, it is envisaged to undertake a critical study of pilot experiments (such as the municipal youth councils for instance) being carried out or planned in the member States.

The third theme discussed by the meeting concerned the rights and the responsibilities of young people. At an initial stage, a colloquy dealing, in particular, with the work already undertaken by the World Assembly of Youth will examine this question.

To whatever results these three types of study may lead, the Council of Europe's rôle is, as it was stressed, not to work out a common doctrine on youth questions. Its aim is to offer an international framework facilitating thus the regular stock-taking of national experiments and to provide a concerted thinking in this matter.

Documents : CCC/EES (72) 112 ;
CCC/DC (73) 10 ; 33.

Venice *11th-12th April 1973*

Television and the aesthetics of the urban environment

(Meeting of experts)

The questions requiring a solution in environmental planning cover a vast area and it is difficult, in fact unrealistic to tackle them all at once. The problems caused to-day by the urban environment urged the Council of Europe to focus its attention on some of the aspects of this question. One of the subjects selected concerns therefore the search for ways and means enabling the inhabitants of towns to take a real part in controlling, shaping and ultimately creating the surroundings in which they live.

The meeting organised by the Council of Europe in Venice in conjunction with the Radio Televisione Italiana (RAI) considered the role which television can and should play in enabling the people concerned fully to exercise their rights in respect of their own surroundings. By broadcasting appropriate programmes, television can contribute to alert and educate the public.

The meeting which was attended by delegates from seven member States, had an opportunity for a broad exchange of information on the initiatives already taken in this direction by European television companies.

The participants felt that a European co-operation in this matter, even if not institutionalised, might yield fruitful results.

After having viewed a number of programmes produced by some of the countries present at the meeting, it was felt that the application of the principles elaborated in Venice might help to provide an answer to the following questions :

— How can the process of creating the human environment be defined ?

— How can people be encouraged to become involved and to create their o n environment ?

— How can we promote an understanding of the diverse forms of creative expression in the various cultures ?

— How can we inculcate a sense of responsibility for the creation and the preservation of the "quality" of the environment ?

European television companies should therefore consider now the possibility of producing programmes along these lines, it being agreed that television is a particularly effective medium in this field.

Another Council of Europe project, "Experimental study of the cultural development of thirteen European towns", was also regarded by the participants as offering an interesting opportunity of making television programmes likely to foster active public participation. This part of the Council of Europe programme attempts indeed to help municipalities to elaborate cultural policies based on a systematic analysis of the cultural needs and aspirations of town inhabitants.

It is planned to organise a meeting of the same kind as held in Venice next year, in 1974, in conjunction with the ORTF. Its aim would be to provide possibilities for a new exchange of experiments between the European television companies through the viewing of programmes produced on the lines described above.

Document : CCC/DC (73) 34.

Strasbourg *10th-11th May 1973*

Cultural development — Draft programme for the period 1975-1980

(Meeting of experts)

At their meeting held in Strasbourg, experts representing six countries and the Project Directors, Mr. J. A. Simpson (United Kingdom) and Mr. A. Girard (France) proposed guidelines for the five-year programme (1975-80), and the preliminary draft programme (1975-76) and made suggestions concerning the possible projects of intensified co-operation and special projects.

In searching for means to improve long-term governmental policies, it was stressed that particular attention should be given to the solution of questions such as the concequences of steady and uncontrolled economic growth, the ever-increasing problems caused by the dichotomy between urban and rural environment, the "massification" or uniformity of communication, the growth of self-contained, uncommunicative group cultures, and the still existing inequality in access to cultural life.

With this in mind, cultural development policies should give priority to :

— define a new kind of growth which should be essentially qualitative ;

— create the conditions for a more satisfactory socio-cultural development ;

— give the individual a role in the management of the mass-media, particularly by promoting critical understanding, expression, participation ;

— stimulate a cultural plurality by acknowledging it and by supporting cross-fertilisation between the various constituents of the plurality ;

— break down the cultural isolation of certain groups as in rural areas, amongst migrant workers etc. and facilitate their access to cultural life.

In connection with the future programme, the meeting discussed first, details of the activities in the two main sections, namely "cultural management" and "cultural promotion".

The management of cultural affairs aims to provide a set of analytical tools to help national administrations in the working out of rational cultural policies. This includes projects on, for example, cultural statistics, cultural accounts and the experimental study of cultural development in twelve European towns.

In the other major part of the programme, "cultural promotion", the participants suggested that the activities should be concentrated around three major themes — animation, communication, creativity. These three themes are all concerned with the cultural environment of the individual and providing him with the means of ensuring his self-fulfilment.

In particular, the participants suggested that work on "animation" (or "socio-cultural community development") project should concentrate on studying problems connected with the recruitment, training and status of "animateurs" (the personnel for these policies).

In "communication", the participants suggested that priority should be given to the study of cable television, followed by video and satellites. The accent would be put on the cultural possibilities opened up by the new media for expression and participation, and in providing governments with the necessary information to help them formulate their policies for these media, as well as the traditional media, in full knowledge of the cultural uses which they made possible.

In "creativity", the purpose of which is to find new ways of stimulating people to engage in artistic activities, in particular by using the insufficiently explored potential of television, the participants suggested that, in addition to the plastic arts which are receiving

attention at the moment, the project should later extend the approach to cover music, literature and the theatre. Concrete proposals were put forward for each of these areas.

Finally, the participants proposed various topics which should be included in the CCC's programme as the means became available (e.g. studies of "Aids for artistic creation"). Proposals for special projects, interesting a group of member States, were also advanced, particularly for the theme "management of cultural affairs".
Document : CCC/DC (73) 46.

Educational Documentation and Research

Strasbourg *14th-15th June 1973*

Educational Research Committee

(Fifth annual meeting)

Research co-operation

The general issues of European co-operation in educational research and development were one of the main themes discussed at the Fifth Annual Meeting of the Educational Research Committee which was attended by research directors and senior officials from seventeen member States and by observers from four international organisations. The Chairman of the Committee, Professor S. Marklund, Director of the Bureau of Educational Research and Development of the Swedish National Board of Education, had prepared a preliminary paper on European research co-operation. The paper contains a description of development trends in the ten years to come in the fields of pre-compulsory, compulsory and post-compulsory education. From these trends an *inventory of main problems* is derived, for the solution of which educational research and development could provide better and swifter results by joint efforts in the different countries. The paper was discussed in great detail. It will be revised by the author in the light of the discussion and the revised version will serve as a basis for further consideration by a Working Party which was set up to propose three to five projects of co-operative research to the next annual meeting of the Committee. The Working Party will also make suggestions on how far member Governments might cover the expenses of their research organisations participating in the projects concerned. The Working Party is composed of representatives from Belgium, France, the Federal Republic of Germany, Sweden, Switzerland and the United Kingdom.

The Committee approved a first and experimental approach to co-operative research in the field of pre-school education. As a result of the Educational Research Symposium at Jyväskylä, Finland (see *Information Bulletin* 1/1972), Professor K.-G. Stukát, Göteborg University, presented a project concerning the elaboration of a *common catalogue of evaluation variables* for the empirical study of pre-school programmes and their effects on child development. A great range of product and process variables have to be taken into account. For the evaluation of programmed curricula skill and knowledge variables will primarily be considered, e.g. speech ability, vocabulary, language comprehension, etc. The corresponding list of evaluation variables related to open-framework curricula will comprise classification, relations, concepts, problem solving. A child-centred curriculum suggests a wider range of variables, with emphasis on social-emotional aspects : self concept, independence, social relations, emotional stability, creativity, interests, attitudes.

After having discussed this matter, the Committee decided to set up a Working Party of

up to eight experts, the composition of which will be proposed by Professor Stukát and submitted to the member Governments concerned for approval. The Working Party will be chaired by Professor Stukát. It will elaborate a common catalogue of evaluation variables for pre-school programmes which should be completed by the end of 1974. It will be offered to member Governments as an instrument for analysis and comparison of their pre-school programmes. This project is part of the Council of Europe's major project on pre-school education, to be launched by the Committee for General and Technical Education in 1974.

A hearing on various methods of educational research co-operation in Western Europe was included in this part of the Committee's agenda. Professor S. Marklund reported on the *Nordic Cultural Co-operation* between the five Scandinavian states with particular regard to co-operation in educational research and development. Professor H. Janne, Brussels, gave an account of the methods employed and the results so far obtained in the project : *Education in the Year 2000*, which has been sponsored by the European Cultural Foundation. The project's Secretary, Mr. L. Cerych, contributed further details to this progress report. Professor E. Malmquist, Linköping, reported on the completion of the project : *Educational Research in Europe - today and tomorrow*, which is part of the Education in the Year 2000 - Project and in which numerous researchers in Europe have participated. At the end of the hearing the Committee recommended that a study be commissioned and published by the Secretariat to evaluate the experience so far gained with the various forms of European co-operation in educational research and development.

Training and career structures of educational researchers

In 1972 the Committee set up a Working Party to examine the present state of the training and career structures of educational researchers in Europe and to make recommendations for their improvement to member Governments and academic bodies. The chairman of the Working Party, Professor K. Härnqvist, Göteborg University, reported on its preliminary conclusions and recommendations. He stressed that there is a lack of adequately trained educational researchers in all countries, even though this deficiency varies, both in kind and quantity, from country to country. The research training, which belongs to the post-graduate or doctoral levels of higher education, requires, in the Working Party's opinion, a two to four year period. The *goals of regular research training* should include :

— a thorough knowledge of a behavioural science discipline ;

— an integrated understanding of the educational process and of educational institutions, including their philosophical, historical and political aspects ;

— technical research skills chosen from the wide repertoire available ;

— direct experience of carrying out and reporting empirical research within a particular area of educational science ;

— skill in communicating with specialists in other disciplines and with educational practitioners.

With regard to the career structures of educational researchers, the Working Party holds that after a period of active research, varying in length between individuals, the productivity of a researcher may decline ; but his research experience can still be profitably used in teaching, administration, or research-related positions of specialized kinds.

The report by Professor Härnqvist was discussed in detail. It will be revised by the author in the light of the discussion and the final version will be submitted for opinion to a number of researchers throughout Europe. The Working Party at its last meeting in spring 1974 will take these opinions into consideration in finalising its recommendations. At this meeting it will also consider the results of the studies and of the background report which the Secretariat commissioned on behalf of the Working Party. The recommendations, the studies and the report will be published in the course of 1974.

Symposia and colloquia

Reports were given on the two educational research symposia held since the 1972 meeting of the Committee — the Sèvres Symposium on research concerning the education of the 16-19 age group (see *Information Bulletin* 1/1973) and the Bristol Symposium on research and reform in teacher education (papers to be published in *Information Bulletin* 3/1973). Plans for organising further symposia were discussed.

Mr. L. Legrand, who had been asked by the Committee in 1972 to organise and chair the *Second Colloquium of Directors of Educational Research Organisations*, reported on the present state of preparation. The Colloquium will be held in Paris on 7-9 November 1973. It will have two main themes. On the first theme, the role of the researchers as an adviser to the policy maker, there will be two lectures, by Professor J. S. Bruner, Oxford, and H. Becker, Berlin. The second theme, the role of the researcher as an agent of innovation in the classroom, will be dealt with by Mr. R. A. Becher, Nuffield Foundation, and Professor S. Marklund, Stockholm. The Committee approved the draft programme which will subsequently be transmitted to member Governments for nomination of participants.

Research information

The Committee was informed of the present state of its three projects in the field of research information. The *National Surveys of Educational Research* are being carried out by fifteen member States which participate in this project, on the basis of the common questionnaire of the Committee. The Surveys are published annually in the national language and in one of the official languages, if different. The Committee co-ordinates the project by organising annual meetings of the editors of the surveys. Furthermore, the Committee continues to carry out and publish the *European Surveys of Educational Research Policies*. The 1973 Survey will comprise reports from sixteen member Governments and will be published at the end of the year. Finally, the Committee heard reports by the authors of the *Trend Reports* on specific fields of educational research which were commissioned by the Committee. The first three Trend Reports will be completed by the end of the year and published in 1974 in both English and French.

Documents : DECS/Rech (73) 41 ; 42 ; 44 ; 45.

Bristol *8th-13th April 1973*

Research and reform in teacher education

(Educational Research Symposium)

The Symposium brought together researchers and administrative officials from eighteen member States to discuss problems concerning the training of teachers. There were observers from UNESCO, the European Communities and the Australian High Commission in the United Kingdom, and the Symposium received a visit from Mr. N. St. John-Stevas, Parliamentary Under-Secretary to the Department of Education and Science.

In his introductory lecture "Research and change in teacher education" Professor W. Taylor (Bristol University) pointed out that "the relationship of research and action is not simple, or direct, but neither is it non-existent". The effect of most studies in the field of education is to direct our attention to problems and issues and contribute to the way in which we analyse them, to monitor and provide a critical viewpoint on the working out of policies and decisions that derive from prevailing political beliefs. Professor Taylor stressed that teacher education research was properly a multi-disciplinary activity, but that in his estimation much of the research had been too narrowly conceived. He suggested that there

should be in every country one or more groups of people who operated as a teacher education research unit.

Professor A. Prost (Orléans University) in his lecture dealt with the problem of whether pedagogical practice is determined by the teacher's training or the institutional framework. He argued that teacher training was only one of the factors affecting pedagocical behaviour ; teachers' performance being determined by a dense network of conditions and factors. Professor Prost drew attention to the discrepancy between teachers' declared attitudes and the way they actually behaved. One of the primary objectives of teacher training should be to make teachers aware of this discrepancy.

The attitudes of teachers was also considered by Professor H. Aebli (Berne University) in his lecture "From studying education to teaching a class : problems of transition ". Teacher attitudes which tended to become increasingly educationally progressive at the university, tended to become increasingly educationally conservative in the classroom.

Mr. A. Brimer (Bristol University) in discussing theories of learning and teacher education, contended that in the name of motivation as well as egalitarianism there was an advocacy for adjusting the content and process of learning to the social background of the learner, particularly when the socio-economic status of the learner was low. "While it is clearly necessary that our teachers should have an understanding of and a feeling for the way of life of the families whose children they teach, they will do such children a disservice if they attempt to draw the stuff out of which learning situations are made mainly from the social background of the learner." Mr. Brimer drew attention to the fact that young teachers were entitled to respect for their personal fears and anxieties and that reduction of such anxiety could best be accomplished by allowing the student to determine the level of risk to which he was prepared to expose himself, the level of difficulty rising as he increased his capability of limiting the risk. Teachers should not be presented at the outset of training with a notion of an ideal teacher which contained so many virtues that it was unrecognisable as being even possibly themselves. Such ideals all too commonly inhibited the development of a style of teaching which was compatible with the student's personality.

Mr. K. G. Collier (Bede College, Durham), dealt with the technology of teacher education. He was of the opinion that there should be national research and development councils which would facilitate the development of thinking on the content and methods of teacher education. He also envisaged the building up of a bank of independent-study materials and a consultancy service for teacher training establishments with a built-in requirement for systematic case studies.

The theme "Retrospect and prospect in teacher education research" was treated by Professor S. Marklund (National Board of Education, Stockholm). Professor Marklund noted that research into teacher characteristics had decreased while research into the teacher role had increased. Greater attention had been given to social and economic variables. According to Professor Marklund, researchers and teacher trainees could probably look forward to increased concern on the part of politicians for matters relating to teacher education and training. Descriptive studies and critical analyses would continue to be necessary during the years ahead, and there would probably be a still greater need for syntheses of previous research in order to elucidate general problems and to determine where basic knowledge was most needed. Issues which were likely to remain in the forefront for a long time to come included deschooling and matters connected with recurrent education. Various proposals and solutions could entail the transfer of certain functions to non-teachers and the performance by teachers of functions located in other institutions besides schools.

Symposium participants used the main lectures as a guide for their group discussions in the course of which a wide variety of aspects concerning teacher education were examined. It was felt that there was a need for more research to be undertaken into the process, content and output of teacher training, in particular the size of training establishments in regard to economic, social and educational factors ; the extent of possible applications of new educational techniques, such as those of the Open University, to the teaching of

educational theory ; and the bases for decisions concerning the inclusion of elements of theory in teacher education. Efforts should be made to recruit teachers from amongst the highest levels of qualification and from all ranges of personality. The matching of training programmes and personality characteristics in relation to personal growth was identified as a problem area. The growing diversity of teachers' social backgrounds was noted, and it was felt that the teaching profession could profit from the entry of adults who have acquired experience in non-teaching occupations. As for the education of the teacher there was a need to know more about the relationship between initial and post-initial training programmes, between theory and practice. In post-initial training the greatest need was to establish basic facts on many important issues which were at present governed by sincere opinion, but opinion nevertheless. The teacher and the researcher should be brought into closer contact thereby promoting professionisation amongst teachers and encouraging greater coherence within the education system as a whole. The educative value of the school for the teacher, as well as for the pupil, should not be overlooked. The working groups were also of the opinion that more knowledge was needed concerning the influence on the school of the community at large and concerning the relationship between research and intuition in matters of policy.

A static teacher would be an anachronism in a society which is expanding, increasing in complexity and undergoing an explosion in knowledge. Continuous personal and professional growth of the teacher must occur, if he is to be adequate to prepare succeeding generations to maximise their changing experiences and opportunities.

(The Symposium papers will be published in the Information Bulletin 3/1973.)

Second Part

STANDING CONFERENCE OF EUROPEAN MINISTERS OF EDUCATION

Eighth Session
Bern, 5 th - 7 th June 1973

The Eighth Session of the Conference of European Ministers of Education was held at the invitation of the Swiss Government in Bern from 5 to 7 June 1973. Mr. F. Jeanneret, Conseiller d'Etat, vice-President of the Swiss Conference of Cantonal Directors of Public Instruction, was in the Chair.

The main theme of the Conference was: "The educational needs of the 16-19 age group". A Resolution summing up the Ministers' views on this crucial and controversial phase of education was adopted at the close of the Session.

The Ministers also outlined the priority areas for intensified European co-operation in education and considered new methods of international collaboration.

Observers attended the Conference from UNESCO, OECD, the Council of Europe and the European Communities and presented information documents on their education activities.

Inaugural speeches were made to the Conference by Mr. H. P. Tschudi, Federal Councillor, representing the Government of the Swiss Confederation, and by Mr. H. Hurlimann, President of the Swiss Conference of Cantonal Directors of Education.

Mr. L. Toncic-Sorinj, Secretary General of the Council of Europe, was Secretary to the Conference.

The educational needs of the 16-19 age group

The Ministers held a wide ranging exchange of views on the specific problems of this area of education in the light of their national policies and experience. An analytical report covering the pedagogical and sociological aspects of the problem was presented to the Conference by two experts: Mr. L. Géminard, Inspector General, French Ministry of Education, and Professor H. Janne, President of the Scientific College, Institute of Sociology, Free University of Brussels.

After a thorough discussion, the Ministers adopted a Resolution in which they stressed the need to promote educational policies to secure:

- *equal opportunity of access to the various forms and levels of education;*
- *equal opportunity for success at school;*
- *the personal fulfilment of each individual in the general context of social development and according to his abilities and aspirations.*

The Ministers considered that the role of the educational system is not only to transmit the cultural heritage of European countries and to preserve the constant, basic values of society, but also to enrich this heritage, and to facilitate the democratic evolution of society.

The Conference consequently recommended Governments to ensure that:

- *teaching conditions be sufficiently varied to allow education to take place in a more adult atmosphere;*
- *teaching methods be sufficiently varied to enable learning to be individualised and to encourage pupils to work on their own;*
- *subjects be decompartmentalised so as to make pupils aware of the interpenetration of knowledge in everyday activities;*
- *school education should take due account of the information acquired by pupils outside school;*
- *the choice of studies and their development should take account:*
  - *through guidance and counselling of the aptitudes, preferences and social needs of pupils*

- *of the assessment of their abilities, using all suitable methods*
- *of the employment opportunities available to them ;*

— *too early specialisation should be avoided and that general and vocational education be better co-ordinated ;*

— *the courses available should be flexible and provide a wide variety of choice ;*

— *in addition to their specialist training, teachers of the age-group concerned should receive appropriate psycho-pedagogical training and be made fully aware of the opportunities available for full-time and part-time education in the various disciplines ;*

— *young persons who have chosen to start work be provided with additional instruction to ensure their cultural development and to prepare them for their responsibilities as citizens ;*

— *structures be established associating the different partners in the educational activities with a view to ensuring their effective participation.*

Priority areas for intensified European co-operation in education

The key education policy issues facing Europe in the near future were set out for the Conference in several reports :

— *"Analysis of the Educational Situation in member countries", prepared by the OECD Secretariat*

— *"Areas for Intensified co-operation", prepared by the Conference's Committee of Senior Officials*

— *country by country reports on "Problems and Pressures in Education Policy"*

— *"Progress report" on international activities in the field of education, by UNESCO, OECD, Council of Europe and the Commission of the European Communities.*

The Ministers considered that the increasing evidence of common trends and similar approaches to educational problems in European countries provides solid ground for the intensification of European co-operation. They attached particular weight to the following six priority themes :

- *Recurrent education : the distribution of educational opportunities throughout life in accordance with the concept of permanent education*
- *Pre-school education and its links with primary education*
- *Compensatory education for the disadvantaged*
- *Further development of the policies for the education of the 16-19 age group*
- *Reform of initial education and further training of teachers*
- *Education of migrants and their families. (An ad-hoc session of the Conference devoted specifically to this problem is planned for 1974 in Strasbourg).*

The Ministers further recognized the positive value of the great diversity of forms which educational co-operation assumes at the present time. They consequently instructed the Committee of Senior Officials to keep under review, in close consultation with the international organisations concerned, the initiation and progress of concrete examples of intensified European co-operation in education and to submit a report thereon to the Ninth Conference.

Recurrent education

The Ministers accepted the invitation of the Swedish Minister to hold the Ninth Session of their Conference in Sweden in June 1975. The theme will be "Recurrent Education".

Press Communique

In connection with its main theme, the Conference discussed an analytical report on "The educational needs of the 16-19 age group" prepared by Professor H. Janne (Belgium) and Mr. L. Géminard (France). Excerpts from this report appear below. The report of the Committee of Senior Officials on "Areas for intensified European co-operation" is also given, together with the address given by Mr. L. Toncic-Sorinj, Secretary General of the Council of Europe and the two Resolutions adopted by the Conference.

The progress report of the international organisations 1971-1972 completes this part of the Information Bulletin. Its full version also has a chapter on UNESCO's activities in the educational field. The full texts of all these documents can be obtained from the Secretariat of the Conference, Council of Europe, Strasbourg.

Address by Mr. L. Toncic-Sorinj, Secretary General of the Council of Europe

At the last Session of the Conference of European Ministers of Education the decision was taken to emphasise the permanent character of the Conference by designating it the Standing Conference. At the same time also its principal functions were defined.

First, the Conference is to assist Members in ascertaining the common elements of education policy, both nationally and internationally, by discussing main themes.

Second, it will assist the international organisations concerned by drawing attention to priority areas for international action and co-operation in education and by providing guidance for the furtherance and co-ordination of their educational activities.

Finally, it will promote the study of common problems and major developments in education in Europe, with a view to its improvement and harmonisation and with a view to joint action, by means of co-operative projects wherever this may prove practicable.

The present agenda corresponds exactly to these functions.

In the first place, the subject we shall discuss today, namely the education of the 16-19 age group certainly represents a "main theme". Previous speakers have already drawn attention to the importance of this category of students for education as a whole. After the impressive preparatory work that has been done on the question it is now for this Conference to lay down some mutually agreed, mutually helpful guidelines for the future education of this "hinge-group".

Two other important documents are relevant to the Conference's function of providing guidance to the international organisations. One of these documents is the progress report of the four organisations themselves (UNESCO, OECD, the Council of Europe and the European Community) and it gives a clear picture of multilateral educational co-operation in Europe over the last two years. Contrary to past practice, it is not proposed, at this session of the Standing Conference, that this report be presented orally by spokesmen of the four bodies. We think that this report is self-explanatory. The second relevant document is the report drawn up by the Committee of Senior Officials, which deals with areas for intensified European co-operation. This report, although quite short, manages to say a great deal — for instance, about the main educational policy preoccupations of member Governments at this time, about the links between these and the work programmes of the international organisations, and about possible themes for future sessions of your Conference. In its last section, entitled "Ways and means", the Committee submits certain concrete examples of possible action which might be taken in the present phase of European educational collaboration, under the headings "Europeanisation of national policies", "Co-operation in national pilot projects" and "International co-operative projects". The Committee rightly points out that the implementation of its suggestions, put forward to illustrate present trends and intended as a basis for discussion, "raises political problems". That is why this Conference is the appropriate forum for consideration of these ideas, upon which I hope it will take a clear stand. If it does so, then the action which should result could be a worthwhile subject for scrutiny at the next session of this Conference, two years hence.

The report of the Committee of Senior Officials will be presented by the Swedish Ministers together with that of the international organisations. I should like to think that this grouping of both documents is symbolic of a development which the Council of Europe's Council for Cultural Co-operation has already called for and which I myself regard as absolutely necessary. This necessary development is the establishment of a more continuous, intimate, sensitive and purposeful relationship between national authorities and the international bodies working in this field. The latter should be at all times aware of and responsive to the real concerns and needs of governments. National Ministries should, on their side, be prepared to involve themselves more deeply in international work and, in their own interest, to contribute to its success. A real and sustained effort must be made to increase the interaction the "feedback" between national and international endeavours to improve education. Education Ministers have the key-role to play in this regard.

Lastly, to assist the Conference to "promote the study of common problems and major developments in education", OECD has prepared an analysis of the educational situation in member countries and has derived from this a list of priority areas in educational policy.

This analysis, through the knowledge and expertise which it reveals, also offers useful guidance in respect of the allocation of tasks and responsibilities among the bodies responsible in Europe for multilateral educational co-operation. Thanks to its Centre for Educational Research and Innovation, OECD possesses an "educational think-tank" whose existence should constantly be taken into account by the other organisations represented here. UNESCO, for instance, might exploit OECD's theoretical and statistical work within its field of competence, regarding it as authoritative for the developed countries of the Western European, North American and Pacific regions. Wherever possible, the Council of Europe should take OECD's studies as a basis for joint policy-making and international action within its own geographical sphere. The member countries of the European Community, which have been anxiously debating the extent to which they should undertake specific educational co-operation among themselves, will certainly wish to weigh carefully whether, rather than set up new structures, they should not concentrate on finding ways of exploiting to the full and adapting to their particular purposes the work already done elsewhere, more especially in the Council of Europe.

It seems to me that, from the point of view of Governments — both those inside and those outside the Communities — the Council, as an instrument of European educational and cultural co-operation, offers three advantages :

— it works by persuasion and agreement, not by decree ;

— its procedures permit "partial agreements", whereby some of its Members decide to advance faster in particular sectors ;

— lastly, for the Council, educational problems are not marginal issues arising in connection with, for instance, the mobility of manpower or the training of technicians and managers, but problems of central importance, in their own right. The same is true for cultural and youth problems, with which indeed they are very often linked.

You expect from the Council of Europe a promotion of the European spirit, of a culture which is diversified in its oneness, you expect from it that it shall find out what unites Europeans rather than what divides them : in a word, that it works for a Europe of the spirit.

For that reason it seems to me, one wishes to avoid a split appearing between those who have signed the Rome Treaty and those who are only associated with it for trade purposes or those who are not associated with it at all. To perform this task it does not seem to me indispensable to create new structures and institutions when there are organisations already existing that can progressively assume this role. One does not solve a problem by creating a new organism. One might even risk creating new problems.

THE EDUCATIONAL NEEDS OF THE 16-19 AGE GROUP

The sociological aspects

by Henri JANNE,
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Socio-cultural characteristics of the 16-19 age group

In spite of its inescapably subjective character and the fact that our reference data are inevitably incomplete, we cannot but attempt to outline a sociological profile of young people between 15 and 19 years, relative to the three educational environments (family, school, peer group). Any reform of the educational system which claimed to be based only on "school" data would be in danger of dealing with the symptoms and not with the aetiology of the disease ; that must be looked for along the — admittedly vague — lines we have pursued so far. To sum up, no approach to the problem of education for the 16 to 19 age group can afford to overlook a number of aspects which appear to be established beyond doubt :

— The family constitutes a key factor to which teaching must be closely related. The school must help the family to redefine its educational role as a counterpart to formal teaching.

— Work and preparation for it must be made a real practical part of the educational process. Only authentic, productive work (i.e. the reality of a commercial concern or a public service) provides a suitable background for this aspect of training; this is an example of what Bertrand Schwartz means by "educational resources". This suggests that apprenticeship schemes should be accompanied by a sound general training (these schemes are second choices nowadays).

— One of the causes of anxiety in the 16 to 19 age group is inadequate guidance and counselling ; each individual should be "placed", in accordance with his aspirations and abilities, in a course of study leading to an appropriate qualification (this requires a knowledge of the nature of different occupations and career openings).

— The sub-culture of young people their leisure activities must be studied to economic exploitation. This is one focal points of cultural advancement for a policy pursued in close conjunction that of education. Informal education becomes essential factor and should be combined with the human and material resources available to formal education.

— The school must no longer be "cut off", as a self-contained entity, from the social context, all of whose resources must be mobilised for the teaching of young people (the "open" school).

— The education of the 16 to 19 age group needs to be thought out afresh, not in traditional terms as the final phase of school life, but rather as the first phase of permanent education. The principles which underlie the latter are assisted self-tuition and responsibility ; and the years between 16 and 19 appear to be the best age at which to make effective preparation for them.

— "Deschooling", in the sense of an end to the classroom system, appears to be essential from the age of 15 or 16 : education for the masses cannot be provided, nor individual aspirations and the needs of society satisfied — at least, not without paying too high a psychological, cultural and social price — by this traditional method which was devised in a different social context. We are faced here with a real change.

— Finally, the training given to young people between 16 and 19 years of age must constitute a life-style which will help them to live in the present and not be seen as a kind of preparation for the future. The training period must be satisfying in itself, whereas school today is seen by young people as an alien intrusion on their time. In view of the specific features of the age group in question and its wish to be treated, not as a group of schoolchildren but as adults, we must *consider* how it might be possible to endow higher secondary establishments with a characteristic identity, particularly if the higher secondary level is regarded as the first phase in permanent education.

However that may be, there can be no question of a sudden switch from a "condemned" system, but one which has some good points and an established structure and which works tolerably well, to a "destructuration" and a state of anarchy, which

would have even more damaging consequences. This is the educational challenge of our age.

Quantitative aspects of education for the 16-19 age group

A few preliminary conclusions can be drawn from the quantitative aspects of education for the 16 to 19 age group.

There is a 25 % variation (from 8 to 10 years) between countries in the duration of the period of compulsory schooling ; the school-leaving age is set at 14, 15 or 16 years. From this it is immediately apparent that the problem of raising the school-leaving age is not the same in every country. However, the problem is alleviated by the high rates of voluntary enrolment in the years immediately preceding and following the compulsory period. But there are certain marked national differences, which again bring the problem down from the general to the particular.

From all this it is apparent that a possible extension could be made either at the beginning or at the end of the period of compulsory schooling, or both.

It could be made at pre-primary level, with a gradual downward progression to 3 years. The view that the early years, up to the age of 6, are decisive for the development of intelligence, self-expression and social communication is an argument in favour of giving priority to the pre-primary level if the period of schooling is to be extended. However, there is a high rate of voluntary enrolment at this level, and the only limitations in fact appear to be those set by the facilities available.

On the other hand, the question arises whether priority should not be given to adult education, in view of the needs and requirements in this field, *with a view to promoting permanent education.* If so, there would be a strong argument (the need to prepare young people for this permanent education) for "deschooling" the 16 to 19 age group thus making it *the first stage of permanent education.* Deschooling would not mean the elimination of collective educational establishments, but it would mean abandoning the stereotyped classroom system and the predominance of "teaching" over "learning". Permanent education along these lines might conceivably involve compulsory *part-time* instruction for this age group.

At all events, we are as yet very far from a situation in which the whole age group in question is receiving education. The statistics we have assembled indicate that :

- while the 1967 enrolment rates for the 14 to 15 age group almost invariably exceed 50 %, and even 80 % in the highly industrialised countries, the growth rate (though rapid in the following years) falls off gradually to a point where, at the age of 18 to 19 years, enrolment rates are down to 20 % to 30 % and even lower ;
- social demand has had a far more pronounced effect on growth rates than the population factor — though the latter is important — except in Germany and Austria.

Whatever view one may take, these statistics suggest that extension to the period of compulsory schooling should only be introduced very gradually, otherwise insoluble problems of staffing and equipment, for example, might arise.

If part-time compulsory education is not introduced, would it not be better to stimulate spontaneous demand gradually by offering a wide variety of choice ? The point to remember, however, is that a system of compulsory part-time education up to a minimum standard would have the advantage of initiating the students in this age group into permanent education.

While the end-product of the upper secondary level — namely pupils holding secondary school leaving certificates — tends to represent some 18 % of the age group (roughly 17 to 19 years) in the most highly industrialised countries, it must be pointed out that the corresponding figure is over 75 % in the United States and over 70 % in Canada. So a great deal still has to be done for this age group in Europe. However, this does not at all mean that traditional school-type teaching should serve as a model for a system of generalised education.

The figures we have indicate that the "transfer" from secondary education to higher education is an important crossroads for school leavers ; the number of certificate holders who do not continue their studies ranges from an exceptional minimum of the order of 5 % to a figure in the region of 50 %, the largest "wastage" tending to affect the highest rates of certificate holders (enrolment rates for the final secondary year are in the region of 20 % to 30 % only). But enrolment rates in higher education range from 11.7 % to 21.8 % for this age group (roughly speaking from 18-19 years to 20-21 years). Clearly, following the rapid expansion in education during recent years, an enormous amount remains to be done for the 16 to 19 age group.

If we now go on to examine the types of education received by this age group, we find that the largest percentage (about 40 % to 60 %) in the industrialised

countries embark upon a wide variety of technical, vocational and commercial courses of training which vary widely as regards duration and the emphasis laid on general education, practical training and genuinely vocational "apprenticeship". This is a "scholastic" or "semi-scholastic" area in which levels of effectiveness and objectives are very unequal. But it also constitutes a rich source of experience and ideas, which is worth close investigation for our present purposes ; some of the types of training which it comprises are more akin to the first stage of permanent education than the final stage of school education — and this brings us back to the considerations set out above, by an alternative route to that of compulsory schooling. As things stand at present, however, these courses of training are on the whole less substantial than the "long" full-time courses of general secondary education. In any event, if the school-leaving age were to be raised to 18, for example, by one means or another, the problem would arise of designing courses to meet needs based on a wide variety of aptitudes and standards.

It can be deduced from the country reports that 10 % to 40 % of young people between 15 and 19 years of age in the industrialised States no longer receive any education — at least, not on a regular basis — once they have left school at the end of the compulsory period. Once again, this high percentage suggests that a system of compulsory part-time education might be worth considering for this age group. Thought would then have to be given to the need for study time to be legally deductible from working hours without any loss of pay.

Equality of educational opportunity in the 16-19 age group

It is now obvious that the inequalities in matters of *access* and *guidance* are being replaced — indeed, as a result of the growing participation of young people from culturally poor backgrounds — by inequalities in *educational achievement*. This inequality is thus becoming the principal discriminatory factor in education. Inequality is now reflected in drop-out rates and by a drift, conditioned by academic results, towards *lines of study leading to less and less rewarding careers*. It has therefore been realised that the goal of equality of opportunity, hitherto regarded as paramount, might eventually lead, at best — following the effective neutralisation of economic, social and cultural factors and as a direct result of it — to a situation in keeping with the market economy of unfettered competition between individual abilities. In other words, the policy of democratisation has been seen to result in meritocratic selection, which the majority of young people reject, either consciously or unconsciously, as a valid objective. This is one of the causes of protest. A system of individual competition, in conformity with a middle-class culture and accepted by a younger generation which is socially homogeneous and was selected from the secondary stage onwards, is quite naturally rejected by a school population which is increasingly heterogeneous, less and less élitist and less commonly prepared, from the family standpoint, to work towards that goal.

If the trend towards replacing the goal of equality of opportunity by that of the right to optimum personal fulfilment is a reality (although not universally explicit, still less clear in *all* its implications), then educational reforms must be given a new direction, though using the momentum of earlier reforms. The following changes are called for :

— the teaching of groups of regulation size, normally comprising children born in the same year (the classroom system, in other words), with the aim of imparting an adequate knowledge of a range of subjects up to a pre-set common standard, must give way to *individualised* teaching within the flexible framework of groups of variable size, based not on age but on educational progress and on the rate at which knowledge is acquired ;

— "qualification-hurdles" (the *baccalauréat*, for example) and annual examinations based on a negative (pass or fail) selection process which force pupils to repeat classes (even in subjects they have passed satisfactorily) must be done away with ; their place should be taken by a guidance and counselling process — as part of the teaching itself — which follows the pupil through the system and guides him at the various stages into the channels best suited to his ambitions and abilities, account being taken of career or study opportunities, or both ;

— the "teaching" principle should give way to the "learning" principle ; study then becomes assisted self-education instead of standardised instruction ;

— the school as a *closed* world set aside for the purposes of instruction and competition — albeit as egalitarian as possible — should become an outward-looking place, based on the formative resources of the real world ; this is essential if guidance and counselling are not to be confined to a search for aptitudes relating to purely intellectual and mnemonic exercises, which are

still a dominant feature of the present school system.

While these problems are real ones, the signs of incipient reforms along these lines should already be apparent in the latest educational developments with respect to the 16 to 19 age group ; this is an age at which "deschooled" education appears to be quite practicable. The alert reader for whom this report is intended will have noticed that education at this level is indeed moving unmistakably in the direction dictated by the internal dialectic of the more or less conscious change, outlined above, in the goals pursued. The country reports are revealing in this respect, particularly as regards the growing importance attached to guidance as an integral part of education, as has already been said. Other features, in a number of countries, are the abolition of traditional types of examination and an individualisation characterised by the provision of remedial facilities. Also noteworthy is the greater emphasis on technological training, either in general education or in vocational education. Most noticeable, however, is the greater range of options. These trends are everywhere in evidence in various, more or less general, forms.

The sociological approach : Overview

In order to give an overall view of the problems analysed so far some points to which further thought should be given are set out below.

Chapter I is an attempt to outline the socio-cultural characteristics of the 16 to 19 age group as they emerge from its relationships with the three key entities in young people's lives : the family, the school and the peer group. These relationships are at present passing through a crisis that is unquestionably serious and fraught with obstacles and cross-influences.

The problems to which solutions need to be found would appear to be the following :

— the establishment of new organic links between the influence of the family and that of the school ;
— the need to make practical experience of work a part of the programme for young people at school and to give young people at work an adequate level of general education ; and the inclusion of the social sciences in curricula ;
— the incorporation of guidance and counselling at all levels of education and training ;
— organic links between all forms of teaching and the resources of *informal* education ; the training of young people in communication, self-expression and the use of information media (critical dimension) ;
— the "open" school, or the "school without walls", which gives its "groups" access to the various educational resources (Bertrand Schwartz) ;
— education for the 16 to 19 age group conceived as the *first phase of permanent education :* assisted self-education and the exercise of responsibility ;
— the required measure of "deschooling", and replacement of the classroom system by group teaching adaptable to different goals, levels and rates of progress (B. Schwartz's idea of "unit study" ?) ; the importance of "common cores" and of small, more stable communities for living and studying ;
— organised training as an inherently satisfactory way of life for the age group in question ; specific and "comprehensive" establishments of the 16 to 19 age group (not including lower levels). This is the only answer if the upper secondary level is to become the first phase of permanent education.

Chapter II sets out to define the real significance of quantitative developments in education for the 16 to 19 age group.

"Education for the masses" has diversified the school population and the goals of secondary education, which is no longer the educational preserve of a ruling élite. Consequently, this education has ceased to conform to a fixed pattern.

"Social demand" at this level will increase to a greater or lesser extent depending on the country, to judge from quantitative developments in the United States.

The problems to which solutions need to be found would appear to be the following :

— Extension of the period of compulsory schooling : European alignment ? Priority over other requirements (pre-primary or permanent education) ? Should compulsory schooling start earlier or end later ? Should it be increased gradually to the age of 18, but be limited to minimum part-time education ? If so, should paid "study leave" be granted to young workers ?
— Alternation of study and work in order to bridge the generation gap and the gap between students and the industrial world.

Chapter III is concerned with developments in the problem of equality of opportunity. Now that the obstacles in the way of access at various levels, premature and irrevocable career decisions, the unequal value of the various *educational channels*, which are virtually hermetically sealed, and the specific requirements of the various sectors of

higher education (the "*monovalency*" of secondary school certificates) have been overcome, objective discrimination in the form of educational achievement has taken over. Equality of opportunity ultimately leads to a *meritocracy*, unequal ability still being strongly conditioned by socio-cultural factors ; if these factors were to be overcome in turn, inequality would be based on genetic factors.

Since equality of opportunity appears to be something of a myth, a new principle is tending to emerge : the educational system should serve to compensate for these inequalities by enabling each individual to develop in the manner best suited to his abilities and ambitions.

The general, fundamental problem, therefore, is the individualisation of education and assessment ; this might be achieved, with a view to permanent education, through assisted self-education, by making guidance part of the educational process, by a flexible range of options, and by the generalised use of the "resources" of the outside world.

Thus the themes of Chapter I, relating to the crisis in the 16 to 19 age group, emerge again here in a different motivational context. This political aspect is related to the problem of the mass media and new educational techniques which are finding widespread application through them. The questions which have to be answered are complex, whether they concern the ultimate objectives or the deployment of resources to attain them. This, however, is a question of "educational return".

A point to note is that individualisation (and the necessary machinery for it) would ensure equality of opportunity for both sexes. It leads inevitably to the principle that education at *all* levels should be "mixed", and this principle will be all the more easy to assimilate as a substitute will have to be found for the classroom system.

Problems of regional inequality are more intricate. The solution to them will have to be sought in a policy of compensation, through the provision of money and facilities in the context of "educational and cultural districts" as suggested by B. Schwartz.

The problems outlined here call for a fresh look at the structures, content and methods of education for the 16 to 19 age group. To overlook them, and instead engage in an unduly empirical policy of reform devoid of any genuine comprehensive, forward-looking approach, would in a sense be tantamount to treating the symptoms while ignoring the causes of the disease itself ; it would be wrong to respond to immediate demands which mask far more deep-seated needs and trends.

However, our educational systems are moving, though all too slowly, in the direction outlined here ; the inexorable process of social change is having its effect.

The pedagogical aspects

by Lucien GÉMINARD,
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Modern education — Educational technology

A teacher's activities in education of the traditional kind may be broken down as follows :

(i) *preparation of lessons* (putting information into a form suitable for an audience of pupils, or "processing information", as we would say today) ;

(ii) *minimum organisation of the class for the reception of the lesson* (transmission of information by the spoken word, signs and writing on the blackboard) : reception imposed by discipline ;

(iii) *testing memorisation and understanding* (oral and written questioning ; marking — together with rewards and punishments — ensures "consolidation", whilst activities outside the classroom may make it possible to see where the difficulties lie) ;

(iv) *testing pupils' ability to apply knowledge* (to problems related to the subject being studied) ;

(v) *training in the transposition of knowledge* (through a study of miscellaneous problems and situations, not confined to the subject being studied and through inter-disciplinary links).

In education of the traditional kind, little is done as regards point (v), whilst point (ii) takes up most of the time. Analysis of information and the preparation of lessons for a given group of pupils is partly intuitive.

The introduction of educational technology inevitably alters the relative importance of these phases. A function of software production is added. Critical observation of "message reception" becomes essential, and is differentiated from the testing of memorisation and comprehension.

The methods provided by data-processing and programmed instruction are most fruitful for points (i), (iii), (iv) and (v).

Thus, alongside economic and technical requirements, a new kind of teacher training and a change in teachers' roles need to be organised and prepared.

A special comment needs to be made in connection with point (i) — preparation of lessons (or processing of information) :

— In traditional education, a teacher generally bases his lesson on material (various documents) which his pupils cannot see and are not aware of. It has been found that teachers are disturbed at the idea of their pupils being in possession of the books they use as their sources. When audio-visual messages, from outside, are used in the classroom, this situation is at once transformed : the sources of the lesson and the reasoning are apparent to both the pupils and the teacher.

— But the programme producer can still conceal his sources : and if teachers form a group of programme producers, the sources of information may be even further removed from pupils.

— Conversely, in the case of teaching by radio or television, a teacher who is with a group of pupils receiving a programme may not be familiar with the programme's producers or their sources of information and precise objectives. As a result he may well act as an interference, and hinder the pupils' understanding. The producers, for their part, may be ignorant of the pupils' characteristics and expectations.

These examples show the crucial importance of the way in which educational technology is applied. It may either reinforce attitudes and relationships — including their disadvantages and shortcomings — or bring about a change in the pupil's relationship with knowledge and in teacher-student relationships.

In any educational technology policy these factors must be taken into account, and structural links need to be established between educational research, the production of audio-visual messages and the educational utilisation of tools and messages. The establishment of such links will depend on, and in turn influence, an overhaul of the educational system.

Technical and vocational education

It is, of course, difficult to decide what links should be established between vocational training and general education.

The following arrangements are contemplated :

— incorporating vocational information and practical technological work in general courses ; increasing the amount of time spent on general subjects in vocational courses ;

— trying to embody vocational knowledge in general subject syllabuses by recasting the latter ;

— instituting general courses that are technological as opposed to "technical". A technological course would be centred on a techno-scientific field (e.g. the problems of control and regulation, or the problems of civil engineering and town planning). This would be followed by purely technical training, on a "sandwich" basis, as a preparation for employment. The continuation of studies at post-secondary or university level should be made possible in the same field of study. Provision would have to be made for conversion from the chosen field to related fields.

Whatever arrangements are adopted should provide a means of continuous training, especially since the disharmony between guidance within the educational system and the needs of the economy is inducing industry to operate training centres at different levels to serve as "counter-universities".

The educational approach : Overview

The essential conditions

— "Orientation" must be coupled with pupil guidance. Professor Henri Janne has explained the meaning of these two terms as follows :

- "Orientation" is basically a matter of informing the individual about his own possibilities within the educational system, making him aware of his aspirations as translated into motivations and telling him about the openings available for the qualifications he is capable of acquiring.
- Guidance (which is a part of "orientation") is carried out in the course of actual educational activities and involves the provision of continuous educational advice and the correction of individual deficiencies (working methods, character defects, shortcomings of all kinds) ; it may range from tests and performance

analysis to psychoanalysis and medical help (if the deficiencies are due to health factors).

- "Orientation" tends to be collective, guidance individual.

— Changes in society's "values" need to be analysed, and such values compared with "values taught".

— A choice of overall and operational objectives is essential for the establishment of an education based on "orientation". The general objective of the optimum development of individual personality should be coupled with more practical objectives :

- Should different types of education be chosen according to the levels and sizes of possible openings ?
- Should we aim at maximum general education for all, trying to sever the connection between level of education and level of employment and income (but without fostering attitudes at odds with the problems of modern civilisation) ?

— There can be no policy for education based on "orientation" unless "day-to-day management" is aware of research findings and pays heed to the objectives adopted.

— There can be no education based on "orientation" if the scientific, literary and technological cultures develop without any inter-communication or cross-fertilisation. Nor can there be any such education unless (as pointed out already) teachers are aware of the training opportunities and outlets offered by the educational system as a whole.

— There can be no real "orientation" if the school atmosphere results in *different degrees of "nobility"* being attached to individual subjects and courses.

The attitudes of teachers, peer groups and families are crucial here.

- It is, of course, necessary to combat any confusion in this regard, whether deliberate or otherwise.
- The difficulties which different studies involve obviously vary according to their nature and level.
- The intellectual capacities of certain individuals may, as a result of their previous development, be arrested at certain levels, between the ages of fifteen and nineteen.
- But these different "degrees of ability" should not lead to different degrees of "nobility" being assigned to activities and functions.
- Such an attitude is a relic of a caste mentality, which frequently obscures the real nature of certain socio-economic developments and prevents "orientation" from being properly carried out.
- That is why the value of courses demanding aptitudes at least equal to those required for general studies is still underestimated.
- The problem of differences in ability may lead to an education based on *meritocracy* ; this may also hamper "orientation".

— The fact that the age of 15 to 16 coincides with the end of the period of transition from adolescence to adulthood means that a 19-year-old is an adult. Consequently, if an education based on "orientation" is to be possible, the education given to 15 to 19 year-olds will also have to be a preparation for self-management and self-education, these concepts being construed as goals to be achieved by the pupil and not as means to be suddenly used by the teacher.

Teaching must not stifle the development of individual personality. However, the environment of traditional full-time schooling is not suitable for everyone alike in this respect. Flexible structures are needed.

— There will be no chance of achieving an education based on "orientation" unless a persuasive information campaign is conducted among families. Families always have a preference for familiar courses and established qualifications as a means of ensuring "secure" futures for their children. A similar campaign is needed among industrial managements and employment authorities.

— Any major change in education needs an outside impetus : but the implementation of such a change, which always takes time, requires an active and determined contribution from teachers. There are, however, many teachers who confuse their role with their function.

In a stable system, the function of teaching is transformed into roles ("... the person who 'knows' and who communicates his knowledge to the person who does not know ; ... the person who trains and teaches the rules to the person who is ignorant of them ...") ; these roles remain constant and are finally indentified with the function itself.

The essential aim of education is to develop pupils' knowledge and skills so that they can understand, master and control technical and economic developments and transform the powers conferred by such developments into civilised values.

The forms in which this function of education is exercised will need to be changed whenever the general conditions of life change.

The ability to innovate for the purpose of attaining specific objectives is thus an essential capacity (cf. biological adaptation of an organism to environmental changes in order to retain control over the environment).

— Unless guidance is provided, the efforts of psychological counsellors will be of little avail, particularly since they are not fully integrated with the teaching profession, and any deviation from the course anticipated by pupils and families will be regarded as a failure or a doubtful choice or both.

— An education based on "orientation" will entail the setting up of a system for the continuous assessment of knowledge, the organisation of examinations by subjects, and the development of permanent education.

Educational structures and systems

Some countries in Europe have adopted educational structures which start with a common basis and then branch out in different directions (study "blocks").

The same countries generally offer flexible curriculum arrangements — with alternation between school education, occupational activities and part-time training.

Other countries have adopted a system of separate courses with transitional classes that enable pupils to move from one course to another — usually from a general course to a technical one. The incorporation of "option" subjects in the courses does not entail any shift towards a branch structure but serves to create parallel sub-courses. (The system does not undergo any mutation but "adopts" innovations in order to consolidate itself.) These countries offer less scope for combinations of part-time and full-time curricula.

There are also variants representing half-way houses between these two kinds of structure and system.

Both structures, however, seem to offer scope for initiating an education based on "orientation" and guidance by means of an arrangement of the *school district and continuous education* type.

Full use should be made of the various ways of integrating general and vocational education; interdisciplinary links should be established ; and activities relating to multidisciplinary themes should be introduced. An "opening to the world" is essential for teachers and pupils alike.

An education based on "orientation" will in all cases require the definition of cognitive, methodological and operational objectives in respect of different subjects and levels.

— This means that school heads and groups of teachers responsible for a large number of pupils must be given genuine educational autonomy between any two levels.

— Whereas total centralisation in educational matters makes co-operation among teachers and schools superfluous, educational autonomy (which is not the same as educational *individualism*) necessitates a comparison of methods and approaches among schools, a comparison of results, an exchange of information and the provision of mutual assistance.

— A co-ordinated group of secondary schools of various kinds could form an "educational district", for the purpose of organising continuous education.

— This general pattern, which would allow various combinations of full-time or part-time studies (including sandwich or block release arrangements), could probably serve as a basis for the establishment of an education based on "orientation".

— With a system of this kind, educational inspectors would fulfil an essential function of observation, co-ordination, counselling and study in regard to innovation and organisation.

To sum up, an education based on "orientation" should not overlook differences in aptitudes and abilities ; but it must not transform these differences into a system based on caste or meritocracy.

The danger of meritocracy lies in its connection with an axiomatic system based on the concept of "gift" — the "gift" of such and such a teacher who teaches well, the "gifts" which certain pupils have for fully understanding whatever is explained to them.

This system does not tally with any general reality in education, just as the idea of "original vocation" does not square with the reality of the taking up of studies leading to the teaching profession.

The system precludes all consideration of the real educational problems, which relate both to institutions and to people.

— Unless people change, any reform of institutional structures will produce unsatisfactory results. Old habits always find their way into a new framework, which was not designed to accommodate them.

— If people begin to change, institutional struc-

tures must be transformed. For in our highly technological modern society, with its complex system of organisation, although the "breath of the spirit" may still be necessary, it no longer is enough for bringing down the "walls of Jericho".

— Hence the need to get away from the old conflict between "changing people in order to change the world" and "changing the world so that people may change".

The search for a solution necessitates a strategy. Any educational strategy presupposes an objective, defined by a set of phenomena that are desirable in terms both of values and of magnitudes (quality and quantity).

This objective thus governs a "situation" at some point in society's future, as it may be envisaged and projected on the basis of the present situation.

The pursuit of this objective entails constant involvement in action, as well as the observation and assessment of such action — as far as both people and acts are concerned. A study must be made of the influence which the methods and means used may have on the values and magnitudes pursued, and this study must in turn help to shape the action.

Such a difficult course may be dismissed as Utopian. It may be argued that there is as yet no scientific methodology appropriate to it, and this may well be true ; but the present state of knowledge and of the way in which knowledge is organised cannot stop the current of thought or halt the progress of life itself.

In any case, nothing is or can be of any worth without coherence of action and recognition of the effect of all the relevant factors.

Resolution 1/1973

on

The educational needs of the 16 to 19 age group

The European Ministers of Education, at the Eighth Session of their Standing Conference held in Bern from 5 to 7 June 1973,

Having considered the analytical report on the educational needs of the 16 to 19 age group, prepared by Mr. H. Janne and Mr. L. Géminard [CME/VIII (73) 1] ;

Express their gratitude to the authors,

Aware of the problems specific to the period between 16 and 19 years of age, period which constitutes a transitional stage between adolescence and adulthood,

Consider that it is necessary to promote educational policies designed to secure

— equal opportunity of access to the various forms and levels of education,

— equal opportunity for success at school,

— the personal fulfilment of each individual in the general context of social development and according to his abilities and aspirations,

Consider that the role of the educational system is not only to transmit the cultural heritage of European countries and to preserve the constant, basic values of society, but also to enrich this heritage and to facilitate the democratic evolution of society,

Recommend that

— teaching conditions be sufficiently varied to allow education to take place in a more adult atmosphere,

— teaching methods be sufficiently varied to enable learning to be individualised and to encourage pupils to work on their own,

— subjects be decompartmentalised so as to make pupils aware of the interpenetration of knowledge in everyday life,

— school education should take due account of the information acquired by pupils outside school,

— studies and their development should take account,

  • through guidance and counselling, of the aptitudes, preferences and social needs of pupils,

  • of the assessment of their abilities, using all suitable methods,

  • of the employment opportunities available to them,

— too early specialisation should be avoided and

that general and vocational education be better co-ordinated,

— courses available should be flexible and provide a wide variety of choice,

— in addition to their specialist training, teachers of this age group should receive appropriate psycho-pedagogical training and be made fully aware of the opportunities available for full-time and part-time education in the various disciplines,

— young persons who have chosen to start work be provided with additional instruction to ensure their cultural development and to prepare them for their responsibilities as citizens,

— structures be set up to provide for effective participation between the different partners in the educational process,

Invite governments to exchange information on their experiences, on innovations planned or introduced, and on new national trends ; and to keep the interested international organisations informed,

Invite the international organisations to promote and pursue studies and research on the needs of the 16 to 19 age group.

AREAS FOR INTENSIFIED EUROPEAN CO-OPERATION

Report by the Committee of Senior Officials

I. INTRODUCTION

In Resolution 1971/3 of the Seventh Conference of European Ministers of Education, the Ministers defined the function of the Conference as being, inter alia, "to assist its Members in ascertaining the common elements of education policy, both nationally and internationally", and "to assist the international organisations concerned by drawing attention to priority areas for international action and co-operation in education". By the same resolution, they instructed the Committee of Senior Officials of the Conference, inter alia, "to prepare proposals for the main themes of forthcoming conferences and for priority areas to be covered in international action and co-operation in education". In order to carry out this instruction, the Committee of Senior Officials asked each member of the Conference to submit a national report on "problems and pressures in educational policy", illustrating the primary interests and concerns in education of each country. These reports are collected in Conference document CME/HF (73) 2 and as the document is rather voluminous, it has been summarised in Section II of this paper. This section is followed by alternative proposals for the main theme(s) of the forthcoming conference(s) (Section III).

In Resolution 1971/4, the Ministers had suggested that OECD prepare an analysis of the educational situation in Europe which should help the Ministers to place in their appropriate context the priority areas proposed by the Senior Officials Committee. The OECD analysis is contained in document CME/VIII (73) 4, and its results as far as priority areas are concerned are summarised below in Section IV. As a similar analysis of "the world of education today and tomorrow" had in the meantime been prepared by a UNESCO Commission and published under the title "Learning to be", this report has also been taken into consideration, as far as it seemed relevant to Europe. The priority areas it proposes have equally been summarised and follow those of the OECD analysis. At the end of Section IV the suggestions of the Senior Officials Committee concerning the discussion of priority areas by the Ministers will be found.

The Committee felt that the discussion of priority areas cannot be dissociated from that of methods, ways and means of educational co-operation in Europe. Section IV contains some tentative suggestions on this subject.

II. NATIONAL PROBLEMS AND PRESSURES — A SUMMARY

The policy reports were of necessity short, and if some reports do not mention certain issues, it should not be assumed that these questions are not under consideration in those countries. Similarly, different countries have often emphasised different aspects of the same issue. Obviously, they will eventually all be interested, to a greater or lesser extent, in all the aspects of the question.

Many countries, including the most developed as

well as the developing, have placed very considerable emphasis on material problems, finance, and the quantitative aspects of such issues as teacher training and higher education. Although these problems are clearly of a different kind, they have not been separated in the list which follows from the qualitative questions to which they mainly relate.

The principal problem areas and issues mentioned are as follows :

Pre-school education

— quantitative expansion of nursery school or related facilities, including for some countries the question of bringing forward the age of compulsory education ;

— reconsideration of educational objectives and/or curricula for these institutions and the link-up with primary schooling ;

— compensatory role of pre-school education for the socially disadvantaged, together with special education for physically or mentally handicapped children of pre-school age.

Primary and secondary education

— school building, in its quantitative aspects and with attention to new educational requirements and multiple use ;

— prolongation of compulsory schooling and associated problems, e.g. the education of early leavers ;

— introduction of comprehensive school structures of various types, at primary, lower secondary and/or upper secondary levels ;

— further development of technical and vocational studies within a more integrated school system, their equivalence with general academic studies, problems of transfer from and qualifications of such studies ;

— curriculum research and development and the generalisation of modernised school curricula and new educational technologies ;

— diversification and individualisation of school education, increases in the elements of choice, relevance and variety, emphasis on independent learning and learner-centred systems.

Examinations, assessment and guidance

— revision of the terminal upper secondary examinations and/or entrance qualifications for university or other post-secondary institutions ;

— new forms of evaluation and continuous assessment to replace obsolete examination systems ;

— counselling and guidance, both educational and vocational.

Teacher training

— quantitative provision, general and specific teacher shortages, reduction of class size, training of auxiliary personnel ;

— education of teachers for their changing role, induction into teaching, improvement of the teachers' pedagogical knowledge and practice ;

— in-service training of teachers, in some countries with special emphasis on modern educational technology.

University and other post-secondary education

— quantitative expansion of facilities and student places and the constraints set by limited resources ;

— curriculum changes and the development of new courses, including short-cycle and recurrent studies, increased provision of vocationally oriented courses ;

— diversification of post-secondary education and the development of alternative structures and qualifications.

Participation

— increased autonomy of educational institutions, decentralisation of decision-making and participation of teachers, pupils/students and parents ;

— integration into the community of both schools and post-secondary institutions, to increase the social involvement of the educational services and accentuate their contribution to community development.

Recurrent education

— reform and expansion of various types of adult and out-of-school education ;

— permanent education as a strategy of coherent overall reform.

III. MAIN THEMES : PROPOSALS FOR THE NEXT SESSION OF THE STANDING CONFERENCE

It has become established practice that the Ministers at each conference decide on the main theme of the forthcoming conference on the basis of alternative proposals submitted to them by the Committee of Senior Officials. It has also been agreed at previous conferences that the main theme should be a problem which is of particular importance to a majority of member countries in framing their education policies and in the solution of which their governments are interested to learn from, and co-operate with others. At the same time, the subject chosen should have long-term significance so that the discussion of it by the Ministers can contribute to providing guidelines, over an extended period of time, for decision-making at the national level and for shaping international co-operation in the field concerned. Main themes of conferences should therefore be situated at the junction where national problems and pressures may lead to international co-operation.

With these considerations in mind, the Committee of Senior Officials submits the following proposals from which Ministers might select the main theme of the 1975 Conference.

Recurrent education

Most member countries are at present introducing, or are experimenting with, new forms of post-compulsory education which offer an opportunity to all adolescents and adults to continue their formal education in periods alternating with gainful employment or similar occupation. The reasons for this new development are manifold :

— the accelerated obsolescence of knowledge and skills, which can no longer be acquired once and for all but must be regularly updated, and the increased occupational mobility which entails a growing demand for retraining and reconversion at various levels ;

— the social demand for lifelong education and the value to society of mature and motivated students ;

— the need to close, as far as possible, the "education gap" between the younger generations with prolonged education and the older ones which attended school for a much shorter period on average.

The problems which the introduction of recurrent education poses are of exceeding complexity : problems of organisation and structure, of content and methods, of finance, of giving a say to participants, of co-operating with outside agencies. On the other hand, a certain amount of practical experience has already been gained in this field in a number of countries, many valuable studies have been written on the subject and all international organisations concerned have given it high priority in their programmes.

Strategies and goals of educational innovation

This subject was among those proposed for consideration at the Seventh Conference and is resubmitted although it presents obvious difficulties in view of the diversity of national education policies. The process of educational decision-making is a matter which the Conference has never yet discussed as such. At the heart of this theme, which is attracting growing attention at the national and international levels, is the efficacy of the education systems in evaluating the results obtained, in formulating objectives and priorities with the full participation of all concerned and in selecting the innovations to be carried into general effect. Two aspects of this theme have already been suggested for consideration :

— the contribution of research to decision-making at the national or local level, and to innovation in the classroom ;

— curriculum reform and development and its implications for the reorganisation of the learning process.

The material pertaining to this theme is abundant. A number of detailed reports have been prepared by international organisations, in particular by OECD, and many member countries have gained valuable experience in this field, often through disillusionment with the earlier rather naive planning methods which have been replaced by more sophisticated approaches. A discussion of this theme by the Ministers might therefore be both timely and fruitful.

Reform of teacher education

This is another subject of central concern to all education discussions, at the national and international levels. Improved education — this seems to be generally agreed — cannot be obtained without an improvement in initial and further training of teachers, and much reform effort has failed because it was not supported by the teaching body. In most member countries, this subject has been

under consideration — suffice it to mention the James report in the United Kingdom, the Joxe report in France or the corresponding chapter of the Strukturplan and the Heckhausen report in the Federal Republic of Germany, documents which although they may be controversial in their country of origin, certainly deserve more attention abroad than they have so far received. A discussion of this theme by the Ministers, based on appropriate background material, would contribute to highlight the main policy trends and developments in member countries.

It may lead to a consensus on basic principles, since this is a field in which all European countries are faced with the same fundamental problems of how to prepare the teacher for his changing role in the education systems of the future and how to provide for the active participation of the teaching body in the further development of education.

IV. AREAS FOR INTENSIFIED EUROPEAN CO-OPERATION

A. Areas

The terms of reference of this section are contained in Resolutions 1971/3 and 1971/4 which instruct the Committee of Senior Officials "to prepare proposals for (. . .) priority areas to be covered in international action and co-operation in education" (1971/3). "As far as possible this document should be based on a careful analysis of the educational situation in Europe. It would thus help the Ministers to place in their appropriate context the priority areas (. . .) proposed by the Senior Officials. The Ministers suggest that the international organisations, in particular OECD, should help the Senior Officials to prepare this report and the accompanying background analysis " (1971/4). In conformity with these resolutions, the Senior Officials Committee invited OECD to prepare such an analysis which will be found in document CME/ VIII (73) 4.

In order to facilitate the discussion, the specific areas of key policy concern to the various countries which emerge from the OECD analysis, are summarised below :

- The concept of *education as a social service*, reflecting the new emphasis on the "quality of life" in policies in the 1970s : in addition to their traditional role of educating young people, the education services will become ever more involved in the care of the disadvantaged young, in the adjustment of adolescents and adults to the rapidly changing conditions of life in the post-industrial society, in equalising opportunities for achievement and in community participation.
- The need *for long-term policy to improve the balance in allocating resources* for (a) the extension and strengthening of the basic education system, (b) the continued expansion of post-basic education, and (c) the development of new services such as early childhood and recurrent education.
- *The re-examination of policies for upper secondary education.* In most countries there is a growing imbalance between general and vocational studies. The traditional selection into higher education has proved increasingly unsatisfactory. A more varied and wider range of education provision for both adolescents and adults is needed to reconcile the expectations of new social groups and the changing needs of society.
- The need for a new guiding model such as *recurrent education*, which is based on the alternation of periods of education and work throughout life to relate the individual more effectively to learning and personal development both inside and outside the educational system.
- The search for all-round *relevance* in education and for effective *participatory* processes to adjust the substance of education to the new value structures which are emerging.
- The development of *new teacher policies* aimed at releasing the teacher's initiative and imagination in his innovative role as organiser of learning situations : the pursuit of most of the qualitative objectives in education rests on the extent to which this new role of the teacher can be propagated.

These common priority areas of educational policies which have emerged from the OECD analysis may usefully be compared to the priority areas for contemporary educational strategies as defined in UNESCO's report "Learning to be" (*) Although this report examined education today and tomorrow in a world-wide perspective, it is highly relevant also to European countries : all the twenty-one countries represented at the Conference are UNESCO member States and Edgar Faure, the Chairman of the International Commission on the Development of Education which elaborated the report, was also the Chairman of the Sixth Con-

(*) UNESCO Paris 1972, Harrap, London. 313 p.

ference at Versailles in 1969. The principles and recommendations, contained in Chapter 8 of the report, are therefore excerpted below in so far as they are felt to concern European problems and issues :

Lifelong education as the keystone of the learning society

— "We propose lifelong education as the master concept for educational policies in the years to come" ;

— "Education must cease being confined within the schoolhouse walls" ;

— "Educational institutions and means must be multiplied, made more accessible, offer the individual a far more diversified choice " ;

— "Individuals must be able to leave and rejoin the educational circuit as it suits them".

Priority for pre-school education

— "The development of education for pre-school-age children must become one of the major objectives in the 1970s".

Broadening general education and promoting vocational mobility

— "The concept of general education must be markedly broadened, so that it definitely includes general socio-economic, technical and practical knowledge" ;

— "Educational action to prepare for work and active life (. .) should help achieve optimum mobility in employment and facilitate conversion from one profession or branch of profession to another".

Diversification of post-secondary education

— "Really suitable education for increasingly numerous and differentiated learners calls for a thoroughgoing diversification in post-secondary institutions" ;

— "This involves multiplying the number of programmes, introducing short study-cycles running parallel to longer ones and setting up small-scale establishments to meet specific or local aims and needs" ;

— "The concept of lifelong education rules out any form of final, premature selection".

Rapid development of adult education, in school and out of school

— "The normal culmination of the educational process is adult education" ;

— "It can no longer be a fringe sector and must be given its own proper place in educational policies and budgets" ;

— "Institutions and services of a new kind, intended to help people teach themselves should be integrated into all educational systems".

Reform of teacher status and training

— "The teaching function should be regarded as one and the same" ;

— "Specialisation should be scheduled for a fixed number of future professionals (. . .). Others should be trained as organiser-educators who (. . .) should be capable of practising their profession with both children and adults, in school and out of school".

Learner centredness and participation

— "It should be made a principle to centre educational activity on the learner to allow him greater and greater freedom, as he matures, to decide for himself what he wants to learn, and how and where he wants to learn it" ;

— "All learners whether young or adult, should be able to play a responsible part not only in their own education but in the entire educational enterprise".

It will be noted that the two assessments of priority areas, by OECD and by UNESCO respectively, result in a considerable degree of convergence and, in many instances, even in identity. If the list of national priority areas (Section II) is compared with the list of international priority areas, it becomes evident that there is a broad consensus on the main lines on which educational action, in its national as well as in its international aspects, should be conducted in the years to come. The Senior Officials Committee is however conscious of the fact — which, although it may seem obvious,

is none the less worth stressing at this point — that it is not possible simply to equate those problems which are felt to be of most direct concern to governments with those which ought necessarily to be the subject of closer European co-operation : certain problems lend themselves better than others to treatment at European level, while on the other hand there are fields where European co-operation is possible and necessary, even if, in the national context, no particular problem arises in these areas.

The Standing Conference of European Ministers of Education can and should, as has already been stated at previous conferences, stimulate areas of common action and provide guidance for co-operation between the international organisations concerned. However, it can neither give directions to the international organisations, least of all those whose membership differs from its own, nor take decisions on priorities which are reserved to the governing bodies of each individual organisation. The Progress Report [Document CME/VIII (73) 3] shows that the division of work is in practice already well established between the four organisations concerned in the geographical region covered by the Conference. The contribution of UNESCO will, as in the past, be most valuable in matters which concern the educational and cultural co-operation between Western and Eastern Europe. The contribution of OECD has always had a particular importance in fields which are connected to the policies of economic and social development or which require the studies in depth which OECD/CERI has so successfully carried out. The European Communities are a natural framework for dealing with educational problems raised by developments in the life of the Communities and in the co-operation between its member States ; whereas the Council of Europe should, as has been repeatedly stated by the CCC, whose membership is identical with that of the Standing Conference, continue to deal with all matters of educational and cultural co-operation relevant to this wider European grouping.

Against this background, the Committee of Senior Officials submits for further consideration by Ministers the following list of fields within which priority projects of intensified European co-operation could be developed :

Structures of education

— recurrent lifelong education as the guiding model for restructuring education systems ;
— compensatory education for the disadvantaged ;
— pre-school education and its links to primary education ;
— middle school (orientation stage) in lower secondary education ;
— reform of policies for the 16-19 age group (broadening and diversifying general studies and linking vocational/technical studies to general education) ;
— diversification of post-secondary education ;
— development of adult education ;
— reform of teacher education and status.

Contents and methods

— curriculum reform and development and integration of new educational technologies;
— development of guidance and individualisation of education ;
— learner centredness and participation ;

Integration of educational and social policies

— new role of education as a social service.

European issues

— development of the European documentation and information system for education ;
— promotion of mobility for students, teachers and researchers ;
— equivalence of diplomas and degrees ;
— improvement of modern language learning and intensification of European studies ;
— education of migrant workers and their children ;
— promotion of educational co-operation between Western and Eastern Europe.

The Committee of Senior Officials would like to recall that it first submitted a list of priority areas for consideration by Ministers at their Brussels Conference in 1971 [Document CME/VII (71) 7]. In Resolution 1971/4 adopted at this Conference, the Ministers stated that four of these areas then merited particular attention : the education of immigrants, the teaching of modern languages, educational research and the in-service training of teachers. It is consequently hoped that at their meeting in Bern, Ministers will decide in similar fashion to which of the fields listed above priority should be given, bearing in mind the considerations laid out in the following sub-section on "Ways and means".

B. Ways and means

In the opinion of the Senior Officials Committee the discussion of the priority areas needs to be supplemented by a discussion of the methods of European co-operation in education. Broadly speaking, in this co-operation four phases may be discerned which have appeared successively since the early fifties, completing but not superseding each other. The initial phase is one of exchange of information and experience. It finds expression in symposia, colloquies and conferences ; its main instruments of publication are the fact-finding surveys. The next stage is characterised essentially by the joint study of key issues carried out by national and/or international experts. It has often led to the development of new concepts and models, which have had a considerable impact on educational policies and practice. On these bases the ground was prepared for the third phase, in which increasing attention is being devoted — in the words of CCC Opinion No. 10 — to "a common approach and concerted action, through major projects in priority areas". It is in this phase of intensified co-operation, which is of recent origin, that the concept of priority areas appears and needs to be defined, so as to make possible the concentration of scarce resources on major projects, which in many cases require the direct participation of member governments or national agencies. In the field of scientific and technological co-operation such projects have been launched in a very promising manner [e.g. COST projects(*)]. But a fourth phase is already visible (although not yet in education proper) : in this phase some of the major projects may be taken over by international agencies financed and controlled by governments and which allow for a pooling of resources and specialised management.

Be that as it may, the scope of international co-operation in education will always be limited by the fact that education is based on national value systems and rooted in the local community. In education there is limited scope for directives issued by an international authority, or for detailed international regulations such as may benefit economics and trade. There are, on the other hand, undoubtedly common problems in education in Europe, created by parallel development and accentuated by industrialisation, urbanisation and scientific and technological progress. These common problems call for common approaches and convergent solutions and constitute the main field of intensified European co-operation in education, to be carried out by concentration on major projects in priority areas.

What are the most appropriate ways and means of intensified co-operation ? This raises political problems and a committee such as the one which has prepared this report can only offer a number of examples which illustrate present trends as a basis for discussion by the Ministers. Intensified co-operation is concerned with key issues of national education policies as reflected in the priority areas of international educational activities. Preparatory work on such key issues of national policies is as a rule carried out by national councils or committees which elaborate plans, proposals or bills. They are in turn taken up at the European level, discussed, compared and elaborated further by the international organisations and this again influences the implementation at the national level. This process leads to a Europeanisation of national policies which it is increasingly unprofitable to carry through in national isolation :

Examples of the Europeanisation of national policies

The terms of reference of most national committees set up to examine a given problem and make reform proposals now include the remit to take into consideration experience and developments in other countries. It has also become established practice for such committees to pay visits to other countries to collect evidence on the spot. In some cases such committees have included experts from abroad and/or assessors from international organisations. The reports by such committees have sometimes been referred to an international organisation for discussion, comparison with similar reports and elaboration of an opinion in co-operation with the national experts and the government concerned.

Have such procedures been found helpful and should they be generalised where appropriate, as far as priority areas are concerned ?

Another tendency which can be observed at present in member States is related to national pilot projects, which have, from the national point of view, a particular importance for experimentation and development in a given field, and which have very often met with considerable interest in other countries and in international organisations. Many

(*) Following an initiative of the European Communities. 19 European countries took part in the work which led to the launching of these projects, which were presented in November 1971 to the Conference of 19 Ministers of Science and Technology.

of these pilot projects attract a continuous flow of visitors from abroad, and the comments of the visitors have often been very valuable to the governments concerned and to those who are directly responsible for the projects :

Examples of co-operation in national pilot projects

Most international organisations are systematically collecting evidence on pilot projects which are of interest to their programme and have often sent groups of experts to visit, and report on, the projects. The reports are, as a rule, circulated to all member governments after the member government concerned has seen and commented on them. In some cases, international organisations have contributed to finance and staff the project. Some pilot projects have also been set up on the basis of bilateral or multilateral agreements.

Can this approach be generalised and systematised to build up a network of pilot projects and to experiment with various solutions in those fields which are priority areas ?

Finally, a third tendency seems worth mentioning in this context. It is concerned with the growing number and variety of international co-operative projects. Such projects have first developed in the field of educational research [e.g. the International Educational Achievement (IEA) Project] and in the field of educational technology. They have sometimes been mounted and financed by private foundations (as in the case of IEA) but in most cases by international organisations in collaboration with governments particularly interested in the project :

Examples of international co-operative projects

a) as far as research projects are concerned, they have either been designed and carried out at the international level or they have been split up into various national project phases and co-ordinated internationally. In the development of such projects, international seminars and workshops have played a major role. The publications which have resulted have had an undeniable impact both on policies and on further research. It is generally felt, for example, that curriculum research and development, from preschool to adult education, is a promising new field for such co-operative projects.

b) In educational technology the new multi-media systems like the British Open University or the Bavarian Telekolleg have aroused considerable interest in other European countries. Following an initiative of the Consultative Assembly, the CCC has recently advised the Committee of Ministers of the Council of Europe that the establishment of a European Institute for the Promotion of Multi-Media Distant Study Systems in Higher Education would be useful and desirable. The question of how far multi-media systems can be transferred or adapted to other countries — and of the possible co-production of materials — is presently under study. At the same time new learning systems, e.g. in mathematics and science, are at present being tested as to the possibilities of their transfer to other countries.

c) A further example, in the priority area of mobility, is the projected implementation on a multilateral basis of the Council of Europe Higher Education Scholarship scheme, following an offer from the United Kingdom of fifty scholarships as from the academic year 1973/74 and subsequent offers from other governments.

Co-operative international projects can be so designed as to be flexible in regard to participating agencies and organisations, finance and staff, scope, objectives and phasing. Member governments interested in a particular project can co-operate more closely with one another and with the international organisation concerned by, for instance, seconding national staff, making available special financial and other contributions, and through representation on the steering group of the project.

How far might such projects become one of the main instruments of intensified European co-operation in priority areas ?

The examples given and the questions listed are in no way exhaustive. They should merely provide a starting point for the discussion at the Conference. There are certainly other aspects which must also be taken into consideration. The Committee of Senior Officials did not want to overburden this report which may already be too lengthy. But it felt obliged to draw the attention of Ministers to the fact that the discussion of priority areas for intensified co-operation cannot be dissociated from that of possible approaches and methods, ways and means of such co-operation. This raises of course a number of complex questions which may deserve further study.

Resolution 2/1973

on

Areas, ways and means of intensified European co-operation in education

The European Ministers of Education, at the Eighth Session of their Standing Conference held in Bern from 5 to 7 June 1973,

Having examined the 'Analysis of the Educational Situation in Member Countries' prepared by the OECD Secretariat and the Report on 'Areas for Intensified Co-operation' submitted by their Committee of Senior Officials, and

Having taken note of the country reports on 'Problems and Pressures in Education Policy' and of the 'Progress Report' on international activities in the field of education by UNESCO, OECD, Council of Europe and the Commission of the European Communities,

Adopt the following statement :

Acknowledgments

The Conference expresses its gratitude to the national authorities and international organisations which have prepared these reports. In particular it expresses its warm appreciation of the analysis prepared by the OECD Secretariat. It endorses the general conclusions of this analysis and hopes that OECD will continue, in its own programmes of work, to make provision for the preparation of analytical studies of this kind as a basis for the discussion of educational policies and problems.

Common trends and problems

The Conference considers that the increasing evidence of common trends and similar approaches to educational problems in European countries provides solid ground for the intensification of European co-operation.

Within the list of fields in which priority projects of intensified European co-operation might be developed, as proposed in the Report of the Senior Officials Committee, the Conference attaches particular weight to the following :

- Recurrent education : the distribution of educational opportunities throughout life in accordance with the concept of permanent education,
- Pre-school education and its links with primary education,
- Compensatory education for the disadvantaged,
- Further development of policies for the education of the 16-19 age group,
- Reform of initial education and further training of teachers,
- Education of migrants and their families.

Ways and means of intensified co-operation

The Conference emphasises the positive value of the great diversity of forms which educational co-operation assumes at the present time. In certain fields the exchange of information and experience remains, at least for the present, the most effective form of co-operation. Other fields, however, are suited for intensified co-operation which represents a new phase in international activity. Such co-operation will often be based on voluntary participation by member governments, national agencies, research centres and the like, and can be organised in a highly flexible way. It can take the form, for example, of collaboration on a European scale between national committees or councils, of co-operative projects of research and development, of participation in national pilot projects, of exchange schemes or of common training of key personnel.

The Conference notes the examples of such forms of intensified co-operation which are listed in the Report of the Senior Officials Committee. The Conference welcomes these new activities and invites member governments to consider how such activities might be further developed.

Instructions to the Senior Officials Committee

The Conference instructs the Committee of Senior Officials to keep under review, in close consultation with the international organisations concerned, the initiation and progress of concrete examples of intensified European co-operation in education and to submit a report thereon to the Ninth Conference.

PROGRESS REPORT

Organisation for Economic Cooperation and Development (OECD)

I. INTRODUCTION

A summary note on the work of OECD in education covering the period 1969-1970 was submitted to the Seventh Conference of European Ministers of Education [Document CME/VII (71) 8, pp. 23-36]. The present information memorandum, prepared on the occasion of the Eighth Conference, supplements this information and brings it up-to-date, covering more specifically the period 1971-1972. In accordance with the express wishes of the Committee of Senior Officials, a special effort has been made in this note to provide information relating to activities in those areas which are covered by specific Resolutions of earlier Ministerial Conferences, in particular on educational investment planning, post-secondary structures, educational research, development and innovation and school building.

During 1971, the OECD Council, following its decision the previous year to establish the *Education Committee*, decided to maintain the *Centre for Educational Research and Innovation (CERI)* after the end of its initial experimental period in mid-1971, with its own Governing Board, its costs henceforth to be borne mainly by participating governments which now include the entire membership of the Organisation. The Organisation has thus become endowed with two parallel bodies working closely together on education in the context of social and economic development : the Education Committee, concerned with the policy implications of educational growth and CERI as the technical and operational wing focussing on research and development work and experimentation on strategic innovations in the educational system.

In addition, in the course of 1971, the Council also agreed to set up within the Organisation a separate *Programme on Educational Building*, to be financed by participating Member countries. This Programme, which has its own Steering Committee of governmental representatives, came into effective operation on 1st January 1972.

II. ACTIVITIES UNDER THE PROGRAMME OF THE EDUCATION COMMITTEE

Activities under this programme developed in three main directions, reflecting the priority areas which were initially established for the Education Committee's long-term programme of work :

— Objectives, Planning and Management in Education ;
— Main Directions of Educational Innovation and Reform ;
— Policies and Structures for Post-secondary Education.

A. EDUCATIONAL OBJECTIVES, PLANNING AND MANAGEMENT

1. Educational policies for the 1970s

The general lines of work in this area were laid down in the Conclusions of the 1970 Conference on Policies for Educational Growth which were reported to the Ministers at their last Conference [Document CME/VII (71) 8, pp. 29-36]. The General Report on this Conference was published in 1971 under the title *Educational Policies for the 1970s*, and has been followed by the issue of a set of companion volumes constituting the background studies to the Conference, as follows :

— *Educational Expansion in OECD Countries since 1950.*
— *Trends in Educational Expenditure in OECD Countries since 1950* (forthcoming).
— *Group Disparities in Educational Participation and Achievement.*
— *Teaching Resources and Structural Change.*
— *The Development of Educational Planning.*
— *Education and Distribution of Income.*
— *Alternative Educational Futures in the United States and in Europe : Methods, Issues and Policy Relevance* (CERI).

Taken together, these reports constitute a unique source of systematic description and analysis do-

cumenting the process and pattern of educational growth during the 1960s and the main policy issues in future educational development as these can be derived from this experience. Further work is currently under way on a closer assessment of future educational prospects in the context of overall socio-economic trends which will lead to the preparation of a *policy report on the objectives and reform options open to educational development in the 1970s* in Member countries. This work has also provided the basis for the response to the request made to OECD by the Ministers at their Seventh Conference for "an analysis of the educational situation in Europe", which is being submitted separately to the Eighth Conference to facilitate the discussion of priorities by the Ministers.

2. *The cost and financing of education*

The way in which continuing educational growth is to be financed, together with needed investments to bring about the changes which accompany such growth, and in the face of rising unit costs, particularly at the upper levels, was identified at the Policy Conference on Educational Growth as a major policy issue for most of the OECD countries in the 1970s. To look into the problems involved the Education Committee set up a special *Working Group on Educational Financing*. The work of the Group, which has focussed on higher education in the first place, has been directed towards the need for securing improved data on expenditure, methods of financing, unit costs and cost structures in education, and a series of Secretariat reports and methodological studies on these problems have already been considered by the Group. Based on this work an attempt is currently being made to produce a comparative analysis of educational expenditures and cost structures in different countries, including where possible, those affecting the "non-formal" educational sector. A parallel report is also being completed on the financing of higher education ; it discusses the policy options available to governments in financing educational services, and the merits and disadvantages of loans versus grants or parental support for financing student maintenance.

3. *Educational statistics and the development of educational indicators*

Following the recommendation of the Policy Conference on Educational Growth on the need to establish, where possible, indicators which would measure the performance of the educational system, a special Working Group of the Education Committee was set up to guide the work in this area, in close liaison with the more general work undertaken by the Organisation on the development of a comprehensive set of social indicators. The first phase of the Group's work, essentially conceptual and methodological, has now been completed ; it has resulted in the preparation of a coherent set of proposals concerning statistical measures relative to the main educational policy concerns of Member countries, as these were agreed by the Education Committee, namely :

- the contribution of education to the transmission of knowledge ;
- the contribution of education to equality of opportunity and social mobility ;
- the contribution of education to meeting the needs of the economy ;
- the contribution of the educational system to individual development ;
- the contribution of education to the transmission and evolution of values ;
- effective use of resources in pursuit of the above policy objectives.

Under each of the above goal areas a number of output indicators are proposed. The report containing these proposals has been released under the title *A Policy-oriented Framework of Educational Indicators*. Further work is focussing on the selection of a shorter list among these indicators, chosen for their practical policy relevance as well as their operational feasibility, which Member countries have agreed to develop and test through a co-operative programme of development work.

The work on the development of educational indicators calls for the availability of basic series of up-to-date and comparable statistics, particularly in the way of more refined data on enrolments and teachers, and on expenditures, financing and cost structures, by level of education. To this end, the Working Group is currently developing a number of basic standardized series for Member countries which are useful for analytical purposes and is investigating the best methods of presenting them on a regular basis, e.g. in the form of an annual report. Cross-country comparability is ensured by converting national data to the OECD standardized classification system which has now been completed for the educational system of all Member countries and is published in a series of country volumes under the title *Classification of Educational Systems*.

4. *Educational policy, planning and management in developing member countries*

Separate attention has been given in the Education

Committee's programme to the special problems of the developing Member countries. The situation of these countries, in educational, economic and social terms, has radically changed in the last decade, and an attempt was made in the *Mediterranean Educational Development Review*, completed in 1972, to evaluate educational progress in relation to broader socio-economic developments, to suggest the broad quantitative and structural dimensions of future growth, including resource implications, and the key issues of policy concern around which this future growth could be articulated. On the basis of this analysis a special review discussion will take place early in 1973, with the participation of senior policy makers from the countries concerned, in an attempt to arrive at conclusions as to the main directions of future educational development policies in these countries.

Parallel with this work, specific educational planning studies have been completed in three of these countries, as follows :

Greece — functional analysis and evaluation of decision-making within the educational system ;

Portugal — assessment of the resource implications for implementing the proposed new educational structure ;

Turkey — functional analysis and evaluation of educational administrative structures and mechanisms at the regional level.

5. *Country educational policy and planning*

Under the Country Review procedure, the major event during the past period was the Review of Educational Policy in the Federal Republic of Germany, following similar immediately preceding reviews for France, Japan and the United States, the reports on which were published in 1971 in the series *Reviews of National Policies for Education*. A preliminary review of the educational reform strategy in Turkey also took place in preparation for a more detailed examination in 1973, while reviews for Austria and Canada are under preparation. The Education Committee also agreed to initiate a new type of review, based on specific policy issues resulting from the experience of a group of countries ; the initial subject identified for such a review is progress towards equality of educational opportunity.

In the field of educational planning as such, an evaluation meeting of country representatives was held in June 1971. It reviewed past experience in OECD work on educational planning, analysed recent country programmes in this field and proposed the future directions along which such planning could develop. These included the need for educational planning to be more closely related to broader social and economic issues, to develop long-term perspectives and a capacity for absorbing the changing perceptions and accumulating knowledge about the process of education itself, and to encourage effective participation in the process of planning by the various groups concerned. This latter item — participatory planning in education — was the special subject of a further meeting of country educational planners held in January 1973. It brought together the latest developments in country experience, interpreted through the evolving conceptual frameworks in this field, parallel with similar developments in other social sectors. Meanwhile, the report on an earlier meeting was published under the title : *Long-range Policy Planning in Education.*

B. MAIN DIRECTIONS OF EDUCATIONAL INNOVATION AND REFORM

1. *Educational research and development*

The final version of the *Survey of Educational Research and Development* has now been completed and will be published during 1973. The report is primarily concerned with an analysis of the institutional arrangements governing the size, nature and direction of the educational R & D effort in OECD countries, particularly European. The main themes around which this analysis is made are the explicit or implicit goals for R & D, its relationship to pedagogical practice and the part it plays in policy and decision-making. Thus, after a brief survey of the historical evolution of educational R & D in Europe, the report deals successively with the following topics :

— the institutional framework of educational R & D ;
— resources in financing and personnel ;
— substantive areas of research ;
— policy-making and planning for educational R & D ;
— current strategies for educational R & D.

To the extent that the paucity and unevenness of available data permit, the report documents the transition which has been taking place in most European Member countries. In spite of relatively low level of resources, both in finance and personnel, which still prevails in most countries, there is a marked progression from an original, relatively simple situation in which research is scanty, free, discipline-oriented, fragmented and detached, to one in which it is greater in volume and wider in

scope, with both problem-oriented research largely conditioned by and involved in policy and practice, and academic research of a more fundamental character. In most countries, the characteristics of both these stages seem to co-exist rather than to have achieved perfect integration.

On the basis of this report, the Education Committee had a preliminary discussion of the policy issues involved and agreed that the scope of such a discussion should be widened to include policies for R & D and Innovation in education which it will undertake during the course of 1973.

2. *New policies for teachers*

The continued growth of educational systems makes it necessary to tackle problems of educational effectiveness in which the quality of the teaching force remains the major consideration. It is for this reason that the Education Committee has given considerable attention in its programme to teacher policies as both the key to the effectiveness of the educational process and the major element in educational costs. Past work in this field, which has been reported to the Ministers on previous occasions, focussed heavily on problems of teacher supply, demand and utilisation (1), and this has been followed up with more qualitative studies on the *Changing Role of the Teacher* and its implications for corresponding policy changes, against the background of the broader directions of educational change.

Based on the empirical experience in a number of Member countries with such innovative situations, a general report has been completed which (a) analyses the changes that are taking place in the role of the teacher as a consequence of contemporary social, economic and educational developments ; (b) examines possible policies for helping teachers to meet the challenge in the changing context of their work. The overall policy implications of these analyses were discussed by the Education Committee, which agreed on the need for closer attention to be paid to new approaches to the initial training and recurrent education of teachers as a priority for future policy. Consequently, current work in this area has been reorientated to this objective, and a number of studies are now under way. The Committee also agreed to the organisation in 1974 of an *Intergovernmental Conference on Teachers*, where the results of all this work will be discussed, and set up a Working Group of its Members to prepare the policy issues for discussion.

C. POLICIES AND STRUCTURES FOR POST-SECONDARY EDUCATION

Both at their Sixth (Versailles) and their Seventh (Brussels) Conferences, the European Ministers of Education invited OECD to develop its work on new patterns of post-secondary education, following earlier work on growth and innovation in higher education which was reported to Ministers on previous occasions, particularly at their Brussels Conference. On that occasion, the Organisation had already circulated a preliminary analysis of the issues involved, as these had been discussed by the Education Committee (2) and as they emerged from recent trends and experience in the Member countries.

Further analytical work on these issues has proceeded during the intervening period in preparation for an inter-governmental *Conference on Future Structures of Post-Secondary Education* which will be held in June 1973. The central concern of the Conference will be to examine the advent of mass higher education in its main characteristics and ramifications, and to identify alternative policy measures for ensuring the desired transformation of the system, in particular with regard to its overall structures. The specific issues under which these problems will be discussed are :

— accessibility to studies and employment ;
— the organisation of studies in mass higher education ;
— planning and financing of mass higher education.

Under each of these items a number of analytical studies, covering the relevant topics to be discussed, are under preparation in the Secretariat. In addition, Member countries have been requested to make available national statements on their overall policies in the fields covered by the Conference.

Parallel to the above work two additional specific studies have already been completed : one on problems of short-cycle higher education, which led to a conference held at Grenoble in November 1971 and which has been published under the title *Short-cycle Higher Education : A Search for Identity* ; the other on post-graduate education, based on a series of case-studies analysing the development of this level of education in select

(1) See, for example, *Training, Recruitment and Utilisation of Teachers in Primary and Secondary Education*, OECD, 1971.

(2) *Towards New Structures of Post-Secondary Education*. OECD, 1971.

Member countries and including a synthesis of the trends and issues, now published under the title : *Postgraduate Education : Problems and Policies.* The policy implications of this study, as they relate to both education and science policies, have been jointly discussed between the Organisation's Education Committee and the Committee for Scientific and Technological Policy.

Finally, the *Second Intergovernmental Conference on the Utilisation of Highly Qualified Personnel* was held in Venice in October 1971. The debate centred on methods and policies for reconciling employment and education trends by means, particularly, of generalised in-career education and better career and mobility prospects. Further work in this area is focussing on a closer analysis of the relation between educational output and labour market requirements and behaviour, and on the structural issues involved, particularly as they emerge from the concept of recurrent education elaborated in the CERI Clarifying Report on this subject.

III. WORK OF THE CENTRE FOR EDUCATIONAL RESEARCH AND INNOVATION (CERI)

THE INITIAL PROGRAMME OF WORK (1968-71)

The Centre for Educational Research and Innovation was established in 1968 with a view to increasing the co-operation in this field between Member countries, so that major developments in education could be more effectively coordinated and shared between them. The original work focussed on four areas :

Educational growth and educational opportunity

Work in this area saw the major emphasis placed on the intractable problem of inequality of educational opportunity and two publications deal directly with the problem of the socially disadvantaged (3). A statement of the policy issues involved has also been published under the title *Equal Educational Opportunity.*

Innovation in higher education

This programme was concerned with qualitative changes within the university and reports are available or about to be published on Interdisciplinarity (4) and Environmental Education (5). Another aspect of the programme of work has centred on Institutional Management in Higher Education which culminated in a major conference in November 1972 (6).

Curriculum development and educational technology

Work in this area has resulted in reports which define the ways that the curriculum changes in response to differing needs of individuals and the pressure from expectations outside the school (7) and the ways in which curriculum development is organised in Member countries to meet the needs of development (8). The results of the work in educational technology are reflected in a publication (9) which puts the concept of educational technology within a learning system's framework and in specific action involving the transfer of the Swedish IMU mathematics to some schools in Ireland and the United Kingdom. On computers, which figures large in the early programme of CERI, publications exist on *Computer Sciences in Secondary Education,* and on *Guidelines for an Appreciation Course* which contains recommendations on teacher training, hardware and implementation. Work is continuing in this area with the emphasis on the applicability of computer techniques within various conventional disciplines such as physics, chemistry, biology and the human and social sciences. The results of this work will be presented to an international seminar late in 1973, and then published in a set of booklets designed for the assistance of school administrators and teachers. Parallel work on computers in higher education resulted in a great deal of international exchange, and publications arising from the various activities include : *Requirements for Programming Languages in Computer-based Instructional Sys-*

(3) *Evaluation Research and Action Programmes Amongst the Educationally and Socially Disadvantaged,* by M. A. Brimer, and *Social Background and Educational Career : Research Perspectives on Equality of Educational Opportunity,* by T. Husen. Paris, OECD, 1972, 183 p.

(4) *Interdisciplinarity : Problems of Teaching and Research in Universities,* Paris, OECD, 1972.

(5) *Environment and Higher Education.*

(6) *Institutional Management in Higher Education : A report of a Conference* to discuss the result of research initiated and co-ordinated by the Centre for Educational Research and Innovation in the OECD, Paris 1972. This report is accompanied by a series of technical studies on various aspects of planning and management at the institutional level.

(7) *The Nature of the Curriculum for the Eighties and Onwards,* Paris, OECD, 1972, 90 p.

(8) *Styles of Curriculum Development.*

(9) *Educational Technology : The Design and Implementation of Learning Systems,* Paris, OECD, 1971, 88 p.

tems, Computer-assisted Instruction, The Use of Computers in Higher Education, and *Multimedia Computer-managed Instruction.*

Innovation policies and structures

The concern here has been the development of policies and structures which facilitate the systematic introduction of innovations in education. Publications have been issued on the *Management of Innovation, New Approaches to Secondary Education* and *Educational Research Policy.* A massive series of case-studies has also been concluded concerning an analysis of the processes and mechanisms for innovation in a selection of regions, institutions and schools in the OECD area. These are now in the process of publication ([10]). A general report, based on a synthesis of all this experience, has now been completed for publication under the title : *Strategies for Innovation in Education.*

THE CURRENT PROGRAMME OF WORK (1971-74)

Out of this initial, experimental programme of work a new CERI programme has developed which reflects to a large extent the lessons and results of the earlier programme and which emphasises its concern with qualitative changes in education within the general context of social and economic development.

There are three major programme areas :

A. *Research into the Relations between Education and Society,* so as to arrive at educational strategies which take account of the qualitative and quantitative aspects of growth in the 1970s ;

B. *Development and Exchange of Innovations in the Teaching/Learning Process,* so that growing educational resources are more efficiently used as a result of international cooperation ;

C. *Strengthening National and International Arrangements for Educational Innovation,* so as to facilitate the effective introduction of the improvements referred to in (A) and (B) above.

Activities under each of those areas are outlined below. In addition, information is provided on *decentralised projects,* representing a new feature of the CERI programme whereby activities, once successfully launched, are allowed to continue under new arrangements outside the central programme but closely related to it.

(10) *Case Studies of Educational Innovation at the Central, Regional and School Level* (3 volumes).

A. *Research into the relations between education and society*

1. Early childhood education

The present work is an outgrowth of CERI's previous studies in the area of compensatory education and equal educational opportunity ([11]). A detailed review of Early Childhood Education in eight Member countries — Canada, Sweden, England and Wales, France, Belgium, Netherlands, Federal Republic of Germany and Italy — has been completed and based partially on this work an experts meeting on Early Childhood Education will be held in the first part of 1973, in which the policy problems and issues faced by Member countries will be discussed. Three basic issues have been identified : (i) the failure of early childhood interventions that are not co-ordinated with broader social, housing and health policies, (ii) the inadequacy of policies and programmes that do not make allowances for different social backgrounds and (iii) the need for a close co-ordination of early childhood education with the early years of primary school.

2. Recurrent education

The concept of recurrent education is meeting with an increasing response in a number of Member countries, as recurrent education is seen as a major means of providing more equal access to education, through facilitating the distribution of education over the total life-span of the individual in alternation with other activities, with work but also with leisure. As such, it involves a strategy which relates the formal educational system more closely to informal education, but also to other social and economic activities. To make explicit the assumptions on which current concepts of recurrent education are based, the Centre has prepared a *Clarifying Report* which develops a coherent framework within which the place and role of various types and levels of educational provision are defined and spells out the educational, social and economic implications for a system of recurrent education. This report will be published early in 1973 and will be followed by a set of research proposals for further work. At the same time, a series of country case-studies on recurrent education has also been completed ([12]). An important conference jointly sponsored by CERI and the US authorities, and

(11) See CERI publication *Strategies of Compensation : A Review of Educational Projects for the Disadvantaged in the United States,* by A. Little and G. Smith, Paris, OECD, 1971, 154 p.

(12) See series of reports on : *Recurrent Education : Policy and Development in OECD Countries,* 1972.

bringing together European and American viewpoints and experience on Recurrent Education, will be held in the United States in the spring of 1973.

3. New functions and structures of the school

This project is concerned with a reappraisal of the functions of the school in modern society, including those functions that might be performed either in co-operation with other social agencies and institutions or given over entirely to these other bodies. A partial answer to this question will be provided by an examination of some of the existing forms of school-community interaction in Member countries, and the Secretariat has embarked on a first information-gathering which will lead to a publication at the end of 1973 to be entitled *The School and the Community*. The study will focus attention on the systematic use of the community (persons, institutions, industry) as a learning resource and on various "new" roles the school can perform for the community (e.g. the use of the school as a community development agency). Objectives, operation, and effects both intended and unintended of programmes falling into these categories will be examined.

B. *Development and international exchange of innovations in the teaching learning process*

1. Guidelines for curriculum development

CERI's work in this area consists of three closely inter-related projects :

— *Curriculum Development — A Handbook of Practical Guidelines.* The Handbook, which will be available in late 1973, will provide information on major trends in curriculum development, suggest approaches for the organisation of curriculum development projects and look at any issues relevant to the future of curriculum innovation.

— *Training Seminars for Curriculum Developers.* Two such seminars have already been held in Norwich (United Kingdom, 1971) and Valencia (Spain, 1972) and a third is planned in Lisbon for April 1973. These seminars are an attempt to help teachers, inspectors and curriculum developers share and exchange their problems and through expertise provided by CERI to focus on various solutions provided from different international perspectives. A general report on curriculum development training will be available in late 1973.

— *School-Based Curriculum Innovation.* The results of all CERI work on curriculum development point to the need for a clear analysis of the way in which the *school as such* can participate in and promote curriculum development work. On the more general level this issue is being dealt with in the project on Creativity in the School [see below C. (1)]. But a more specific statement is needed of the practical arrangements and procedures through which the school can become an active agent in the process of curriculum development, and this will be discussed at a seminar to be held at the New University of Ulster in July 1973.

2. Transfer of curriculum development projects (including learning systems)

As an extension of the experience gained in the transfer of the Swedish IMU materials, CERI has now extended its work in this field, and is developing experimental projects concerned with the possibilities of the transfer of micro-teaching materials for in-service teacher-training, the transfer of a multi-media individualised learning system at the university level, and a broader based curriculum project focused on the social sciences/humanities.

3. Computer sciences in secondary education

The work in this area has been outlined in the first part of this note. Efforts are going ahead at present to ensure the development of this activity on a decentralized basis by 1974. During 1973 arrangements will be completed for the establishment of a documentation centre in Scotland.

4. Curriculum development in universities

OECD work on new structures of post-secondary education has brought to prominence the crucial role held by the structure and organisation of studies in giving substance and meaning to the changes sought through institutional reorganisation. The problem is essentially one of developing an *interdisciplinary* approach to the curriculum in higher education, and one which links more closely theoretical and practical aspects of courses in relation both to academic learning and training for a group of related professions. This is the area to which early CERI work, referred to above, was primarily addressed. Based on this work, a more detailed analysis of the implications and applicability of this approach, including the notion of the development of theme-oriented institutions, is being undertaken in *health education*, in an effort to provide insights into the problems involved.

Similar work already undertaken in relation to the *environment* is also being completed.

5. International cooperation in medical education : feasibility study

The Organisation has accepted a grant from a private foundation to enable CERI to carry out a special project aimed at analysing current needs in medical education in relation to health care systems. This will lead to a report by an international study group, including discussion of the feasibility of promoting international cooperation in this field.

C. *Strengthening national and international arrangements for educational innovation*

Many Member countries are now considering new policies and arrangements for achieving a balanced, continuing rate of change in the educational system. As indicated above, a major CERI report on *Strategies for Educational Innovation* will be published early in 1973 while training facilities in this field are now being established (International Management Training for Educational Change — see Decentralised Projects below). Meanwhile, the CERI programme will continue to complement the above work by concentrating on studies of how the schools as such, and authorities at the local or regional level, can play their role in the process of creative educational change.

1. Creativity of the school

This project aims at the elaboration of recommendations to make schools more innovative in the sense of strengthening their capacity to consider new practices, whether coming from outside or generated from inside the school. The term creativity is related to the school's own functioning or, in other words, to the potentiality of the school to deal with new practices. Such potentiality is being analysed on the basis of a number of factors which have been identified as inhibiting or encouraging school creativity, e.g. the administrative relationships between the school and outside institutions ; the internal organisation and social relationships in the school ; the professional support to the school ; the interventions for strengthening the schools' creativity (especially in-service training and organisation development) ; the influence of the school's environment (e.g. expectations from parents, employers, the community) ; etc.

A first international discussion on these topics was organised in November, 1972, and a report on its findings will be published during 1973. Meanwhile, further work is being carried out for closer analysis of the pratical implications of the various factors listed.

2. Mediterranean educational innovation

At the invitation of interested OECD Member countries the project helps with efforts to improve the educational situation in selected regions, usually those which — from relative poverty, or geographical difficulties or the presence of racial minorities — present awkward problems. Within guidelines provided by the central governments concerned and following a careful survey, the project works with local committees and agencies in pilot zones testing out promising arrangements. Should these, in the event, prove desirable and practicable, they may subsequently be applied more widely in the region. The project has at present various such experimental zones in Italy, Yugoslavia and Turkey, while negotiations are in train with other Member countries.

D. *Decentralised projects*

Four areas have been chosen for the development of the decentralised projects. They are the following :

1. Institutional management in higher education

The aim of this programme is : (i) to create within participating universities or equivalent institutions a capacity for better management of their affairs through inter-institutional cooperation and (ii) to provide for a wider dissemination of practical methods and approaches to institutional management through the exchange of information and specialist personnel. As under the first period of this programme (see above), the work will be shared between the Centre, which retains its own research, informational and co-ordinating functions, and individual higher education institutions in the Member countries. The first Conference for Member institutions of this programme was held in Paris in January, 1973. Its purpose was to enable an exchange of views and to obtain agreement on (i) topics for inter-institutional co-operative research that should have priority in the programme, (ii) the common services desired by Member institutions from a central point for the planned development of the programme and (iii) the rules and procedures that should govern the conduct of the programme as a harmonious international co-operative venture. About 70 higher education institutions from Member countries are participating in this programme, and are responsible for its financing.

2. International training for the management of educational change

This project, referred to as IMTEC, will develop a new model for training key personnel in management of educational innovation and preparing them for setting up further courses in their own countries. The intention for the first year — 1973 — is the arrangement of two English-speaking courses based on existing material and specially prepared new case studies on substantive areas of educational innovation, each lasting 3-5 weeks with around 35 participants. Following on an offer of facilities by the Norwegian authorities, the initial programme will be organised from Oslo, where the courses will also be held. Participants will be a mixed group of educational administrators, research workers, development leaders or key personnel in teacher training. Nominations will be made by the governments participating in the programme, and contributing financially towards it. Arrangements are also being made for a French-speaking programme of a similar kind, and it is expected that this will become operative in 1974, following preparatory work during 1973.

3. Computer-based learning systems for universities

With the assistance of the Belgian authorities a specialised international unit to collect and disseminate information and provide a focal point for the co-ordination of research has now been set up in the University of Louvain. It is to be known as UCODI (Unité pour la Coordination de la documentation et l'aide à la recherche) and is advised by a Scientific Committee consisting of representatives of the participating countries — at present Belgium, Canada, Denmark, France, Federal Republic of Germany, Italy, the Netherlands, Sweden, the United Kingdom and the United States. UCODI will collect information relating to the use of computers in higher education and disseminate it among research workers and policy-makers by means of a regular newsletter that will begin in November this year. Additionally it will publish studies of topics that appear to call urgently for further research and development. The unit will also organise multi-national workshops, seminars and summer schools and be available for advice and assistance to OECD countries.

4. An international programme for the learning sciences

Under the first CERI programme work was completed on Science and Pedagogy which has led to the preparation of an annotated survey of experiments of the Geneva School to be published under the title *Piagetian Inventories*. A further technical report has now been prepared for publication, setting out research possibilities in four fields for a co-operative decentralised programme on the Learning Sciences, e.g., learning and social class or culture ; cognitive psychology and psycholinguistics ; phylogenetic studies of behaviour and perception : analytic models for learning processes. A scientific Committee of members of a number of interested laboratories is being set up to discuss research programmes in these areas and the institutional arrangements for carrying out these programmes.

IV. PROGRAMME ON EDUCATIONAL BUILDING

BACKGROUND

Growing social demand for education, increasing mobility of population, structural changes in secondary education, and the evolution of educational theory and practice have given rise to a number of problems affecting school building involving educational, economic, architectural and technological considerations for which conventional school building solutions are outdated, inadequate and wasteful.

The complexity of the problems, the specific combination of skills required to tackle them and the desirability of minimizing duplication of effort in the search for new solutions led a number of Member governments to request OECD to institute, for an initial period of three years as from 1st January 1972, a separate Programme on Educational Building (PEB). The proposal emanated directly from the work of the Senior Officials responsible for school building programmes in Member countries, undertaken during the period 1967 to 1970 in response to Resolution No 4 of the Fifth Conference of European Ministers of Education.

At present sixteen European countries participate in the Programme and contribute to its financing, namely : Austria, Belgium, Denmark, Finland, France, Greece, Ireland, Italy, Netherlands, Norway, Portugal, Spain, Sweden, Switzerland, Turkey and the United Kingdom.

OBJECTIVES AND MAIN THEMES

The Programme has been given the following objectives :

— to facilitate the exchange of information and experience on aspects of educational building

judged to be important by participating countries ;

— to promote international cooperation between them regarding the technical bases for improving the quality, speed and cost effectiveness of school construction.

These objectives are being pursued on the basis of three main themes which guide the activities of the three-year programme :

— Building for educational innovation ;
— Management of building investment ;
— Technological innovation.

Within these themes, the Steering Committee of senior government officials from participating countries which directs the Programme has selected a limited number of topics for special study during the initial years of its work. These are as follows :

1. *Building implications of the multi-option school*

In order to maximise educational opportunity many countries are adopting policies of generalised secondary education in which each school offers pupils an increasingly wide range of choice in the subjects and courses studied to meet the interests and capacities of the individual child. This pupil-centred approach needs to be matched by buildings which permit a much wider range of activity than in the old-fashioned classroom complex. The activity is concerned with the examination of these problems. A team of experts, combining the skills of the educationist, architect and administrator have in 1972 studied examples of building and facility provision in the Swedish "Grundskola", the French "Collège d'Enseignement secondaire", the English Comprehensive School and the German "Gesamtschule". The final report of the team, which will be illustrated with plans, diagrams and photographs, will be available in the summer of 1973.

2. *Industrialised building methods for educational purposes*

An increasing number of countries are turning towards some system of industrialised building as the best means of solving their school construction problems. They are thus faced with selecting suitable systems from a very wide range of alternatives, or, if no system proves suitable, with sponsoring one which is. The objective of this study is to clarify for policy-makers the considerations involved in using prefabricated or industrialised building methods to best advantage with respect to educational objectives and to national financial and administrative requirements. An interdisciplinary team of experts have studied a number of building systems used in school construction in Europe as well as in North America. This work will result in an illustrated report and commentary which will be available in the summer of 1973.

3. *Institutional arrangements for school building*

Work in 1972 on multi-option provision and on the development, management and use of systems for school building has clearly shown the importance of the institutional arrangements adopted. The effective economic procurement of school buildings is largely dependent on whether the institutional arrangements in force are in fact capable of responding rapidly and economically to changing needs and of absorbing, and applying, the lessons of cumulative experience to meeting these needs. Such arrangements vary widely between one country or another. While in this respect they reflect powerful cultural and historical influences, most are open to some degree of modification. The objective of the activity is to assist policy-makers to consider where modifications to their own arrangements might lead to improvements respecting procurement (including participation and consultation) processes and effective use of the school building stock. A number of case-studies are being undertaken during 1973 reflecting both different procurement methods and a variety of institutional arrangements representing differing degrees of central, regional and local involvement. It is envisaged that the final report will be published in 1974.

4. *Adaptability in school building*

All participating countries show an increasing interest in the need for school buildings to be in some measure adaptable to change in educational requirements. The interest arises from a recognition that educational methods can be subjected to rapid and frequent change, so that schools built to meet contemporary methods are liable to costly obsolescence unless they are capable of corresponding adaptation. A number of developments have occurred in recent years which provide practical examples of widely differing approaches to the provision of adaptability. Some have sought to provide complete adaptability in terms of locating partitions, illumination and services ; others have adopted a less thorough but less costly approach ; and practical experience has also accumulated on the up-dating of old buildings in which adaptation

has proved perfectly feasible despite no provision having originally been made for it. The objective of the activity is to bring together this recent international experience relating to adaptability in a single comprehensive review and clarify its architectural, educational and financial implications. The results of this work are likely to be made available in the course of 1974.

5. *Integration of school and community facilities*

Education is now seen as a continuing process from childhood to old age. At the same time home and community environments are recognised as forces in the educational process which are hardly less powerful than that of the school itself. Such community facilities as sports centres, youth clubs, libraries, adult education institutes and various kinds of arts centres often duplicate to some extent facilities provided by the schools. Many countries are therefore exploring or experimenting with ways of integrating school and community facilities, prompted by educational motives as well as by the belief that such integration can ensure more effective deployment of capital resources and show a total saving of public money when compared with the more usual fragmentation of capital building projects. The objective of this activity, which is being prepared for inclusion in the 1974 programme of work, is to produce an analysis of the issues involved, and possible solution, based on a study of recent developments in this field.

6. *Basic documentation*

The work grouped under this heading is a continous activity throughout the duration of the Programme. It has as its essential objective to provide information in a readily usable form, selected for its relevance and quality rather than its quantity and range of content. Thus, each year a limited number of information leaflets will be produced on selected innovatory work of special interest. The first four leaflets will appear early in 1973. The first deals with the broad background to the Programme and describes the trends in social, educational and technological change giving rise to a host of new situations in which established solutions and techniques no longer seem appropriate. The other leaflets are concerned with specific building projects, with aspects of building technology or with problems of joint use provision including its administrative aspects.

7. *Symposium on the matching of educational and constructional innovation*

The Symposium, which is planned for the autumn of 1973, has as its main purpose to bring together for a first confrontation within the framework of the Programme educationists, architects, engineers and administrators/managers of school building investment in the participating countries to exchange information on national experiences, to discuss their implications for international cooperation and more generally examine how best to match their several interests. The discussions will largely be based on the results of the work undertaken in 1972 on the multi-option school and on industrialised building methods for educational purposes, and will be backed up by a number of study visits.

It is also expected that the Symposium will provide an opportunity where possible needs and directions for further work in school building could be identified.

Council of Europe

I. INTRODUCTION

This presentation of the activities of the Council of Europe during 1971 and 1972 is designed to summarize the results obtained, the conclusions drawn from these results, and the implications at present derived from these conclusions for future programme priorities. It is structured according to the four types of action (which are not of course mutually exclusive) made towards the rapprochement of the education systems of the 21 member countries of the Council of Europe's Council for Cultural Cooperation (CCC). These are :

— generally improving communication between European education systems ;

— fostering the development of common approaches towards the formulation of long-term policy objectives, and exploring means for attaining these objectives ;

— fostering the development of common approaches towards the handling of problems or groups of problems in specific areas ;

— creating opportunities, in addition to those which arise in consequence of the first three types of action, for the harmonization of teaching, study and research programmes.

During the period under review, the CCC celebrated its tenth anniversary. This provided an occasion for reflecting on its role and methods of work, and for redefining them. Two Consultative Assembly recommendations (Nos. 567 and 649), which the Committee of Ministers of the Council of Europe referred for an opinion to the CCC, provided a point of departure. In these recommendations, the Consultative Assembly advocated inter alia the creation of a 'European Office of Education'. The CCC was invited to consider the functions of such an Office, and how and to what extent it might itself fulfil these functions in the light of available resources.

The activities of the CCC, which represent a focus for educational co-operation in Europe and are characterized by being situated at the junction-point between research and action, have four main objectives : the dissemination of ideas, the study of common problems, the comparison of national education systems and the reinforcement of contacts between them, and the prosecution of joint action. Over the last ten years — and, indeed, beyond : for educational and cultural cooperation in certain forms has been carried on within the Council of Europe since 1950 — it may be said that fair progress has been made, given the limited resources available, towards attaining these objectives. Governmental and local education authorities, teachers at all levels, and researchers are now able, through the infra-structure which has been established, to exchange experience, to learn from each other, and to innovate together. A large number of co-operative techniques, ranging from formal European Conventions, through exchanges of persons, to collective experiments, surveys and publications, have been tried out and refined.

The CCC has now concluded that this infra-structure is strong and solid enough to bear the weight of a further development. The importance of arranging contacts between education systems, of carrying out studies, of administering exchanges, and of disseminating ideas and information will remain undiminished. No 'European Office' could afford to neglect such activities. But from now on, stress will be laid on the fostering of *common approaches* and (where appropriate) on the promotion of *concerted action*. A greater proportion of resources will be devoted to projects of intensified co-operation, distinguished by greater involvement on the part of national education authorities and by the careful phasing of their component activities, from which clearly perceptible results are expected within an average period of some three to five years. Some projects of this kind have already been initiated. Perhaps the best example is the EUDISED project, described on page 61. The more systematic mounting and execution of such projects within the framework of the CCC's education programme will require the allocation of increased resources, in terms both of money and of specialized

personnel. These resources are being sought from the Committee of Ministers. In addition, the principle has been adopted of having special projects financed and manned outside the normal budgetary framework by member States who are willing to make further contributions. It has been provisionally agreed that one such project, on the mobility of post-graduate staff and researchers, should come into operation at the beginning of 1974.

This re-modelled programme should help to meet the need for enhanced educational co-operation in Europe.

The fact that in Europe educational co-operation has clearly been lagging behind economic co-operation is, to some extent, inevitable. The approaches and methods of economic co-operation are not necessarily appropriate to education. In an economic community the ground rules of economic behaviour can be standardized. In education, however, the standardization of European systems would make for impoverishment, not enrichment.

Nonetheless, in the field of education, European countries have much to gain from doing certain things together and by agreeing to pursue certain common objectives. Aware that it includes the nine States of the European Communities, which, if they cannot achieve through the CCC's programme the degree of co-operation to which they aspire, will rightly and understandably seek to achieve it through other mechanisms, the CCC has resolved on the adjustment in balance and character of its activities, described in the foregoing paragraphs. Aware, too, that the problems with which it deals are by no means always confined to its 21-country geographical framework, the CCC welcomes the participation of other European States — from which it has already benefited in the field of higher education.

The following account of results obtained in 1971 and 1972 should therefore be regarded in the light of some new conceptions of the role and possibilities of educational co-operation in Europe, at a time when these conceptions had only partially been translated into practice. As already stressed, however, there is no discontinuity. The 'European Office of Education' — or, as the CCC prefers more modestly to call it, a 'focus for European educational co-operation' — is designed to grow from what already exists. The results achieved over the last two years represent both a further stage in the development of a process based on practices of long standing, and a launching-pad for the intensified effort now to be undertaken.

II. LONG-RANGE STRATEGY

A. 'PERMANENT EDUCATION'

The concept of 'permanent education', following the publication under this title of fifteen prospective studies, has been the subject of an attempt to define the fundamentals of an integrated education policy. The object of such a policy, which embraces the entire range of educational provision (from pre-school to adult), is to improve the continuity, the coherence, and the relevance to the learner, of the education of all individuals throughout their different stages of life. The CCC's adoption of the 'fundamentals', and the wide consensus which has emerged in respect of the underlying philosophy, may well mark a new departure in educational co-operation in Europe : national experiments and initiatives may now come to be compared and evaluated, not only against each other, but in the light of a shared concept and the criteria derived from it.

With this object, the CCC has set up a special Steering Group to study and assess ongoing national experiments whose educational implications go beyond national boundaries. Six experiments have been chosen :

— a pre-school experiment in Sweden ;
— experimental activities in a group of elementary schools in the United Kingdom ;
— experimental activities in a group of secondary schools (*Gesamtschulen*) in the Federal Republic of Germany ;
— the Open University in the United Kingdom ;
— two sets of experimental activities in the education of adults in rural and industrial areas in France.

The concerted evaluation of these experiments is expected to lead to the revision and further refinement of the evaluation criteria (with possible modification of the policy guidelines from which they derive), as well as to adjustments in thought and practice at the national level which may affect the conduct of the experiments themselves. With the choice of further experiments from 1974, for evaluation in the light of the revised criteria, this activity is expected to develop into a major project.

The general and technical education sector

Some general implications of the permanent education concept emerged from a symposium held in France in January 1972 for the purpose of elucidating factors in primary and secondary education

which determine the effectiveness of further education in later life. These implications were expressed in terms of the need for a problem-oriented multi-disciplinary approach to teaching, for inducing in pupils a sense of participation in the activities and responsibilities of a community, for new methods of assessment and improved guidance, and for some measure of integration between vocational and general education. A recommendation on the specific implications of the concept for the role, the training and the further training of teachers — with particular reference to the granting of training leave — has been followed by the appointment of national correspondents (for the purpose inter alia of organising a system for the exchange of experience and information) and by preparations for a study on new policies in teachers training.

The higher education sector

The implications of the concept have been explored, first, by a working party on the diversified development of tertiary education, set up by the CCC's Higher Education and Research Committee in response to Resolution 1971/1 of the Standing Conference ; and secondly, at a symposium held in Austria under the aegis of the Consultative Assembly for the purpose of studying '... from the standpoint of political responsibility, problems raised by the organisation of higher education in a post-industrial society'. Following a debate held in October 1972, the Consultative Assembly adopted a Resolution endorsing the conclusions of the symposium, as contained in a report presented by the chairman of its Committee on Culture and Education.

The adult education sector

The implications of the permanent education concept were the subject of detailed analysis at a meeting held in February 1972 on the functional and cultural relevance of adult education. One of the purposes of this meeting was to make proposals for a system of recurrent education for adults, in the light of the conclusions of two preliminary studies on conceptual and technical problems of long-term educational planning, and on job classifications and 'common trunk' training courses. 1972 saw the completion of two further studies — on key qualifications in basic and further education, and a survey of research on occupational flexibility — and the holding of a symposium in the Federal Republic of Germany on the role of correspondence tuition within multi-media learning systems, with particular reference to curriculum development through the introduction of unit-credit systems and to the insertion of mechanisms of evaluation and guidance based on the relations between occupational and educational profiles. On the basis of these activities, three further studies are to be commissioned in 1973 : on the identification of key qualifications with a view to the design of unit-credit systems, on occupational flexibility, and on problems relating to the elaboration of a methodology for the purpose of identifying individual needs and motivations.

Specific implications for the training of adult educators were considered at a meeting in Strasbourg in December 1971. Insights generated in the course of this meeting have governed the preparation of a Europe-wide fact-finding operation into the contents, duration and methods of training, which it is proposed to launch in 1974.

B. EDUCATIONAL TECHNOLOGY

In the educational programme of the Council of Europe, educational technology is approached from the standpoint of helping to realise the concept of permanent education. It no longer merely denotes the use of audio-visual material and techniques as complementary aids to traditional teaching methods. A new concept has emerged, which comprises not only the introduction of such material and techniques, but the changes both in the organisational structure and in the modes and contents of education whereby their introduction into a learning situation can be exploited to greatest advantage. Important insights into the relations between this new concept and the concept of permanent education were derived from the symposium referred to in the preceding section, held in the Federal Republic of Germany, on the role of correspondence tuition within multi-media learning systems. The recommendations of the symposium have been referred to the special Steering Group on Educational Technology, set up by the CCC at its 19th session in spring 1971. The function of this body, which held its first two meetings in February and October 1972, is to act as an adviser to the CCC and its permanent committees by making proposals on services and facilities in the field of educational technology which might with advantage be developed on a European basis. The three areas on which the Steering Group has chosen initially to focus its attention are :

— determining the pre-conditions for the development of European multi-media learning systems

and for the co-production of educational software ;

— exploring the feasibility in specimen cases of developing, producing, using and evaluating such systems, through the initiation of pilot projects ;

— developing a typology and methodology of multi-media evaluation.

Opportunities are being explored — and strategies designed — for the co-operative development of large-scale multi-media systems and for coordinating the production of educational software in Europe, first, by means of an analytical study of technical, economic and political factors ; and secondly, through the development, production and testing of specimen programmes. The fields chosen for the design of specimen programmes are general environmental studies for adults, for which preparations are to be started in 1973 ; adult language learning (see next section, page 59) ; and out-of-school mathematics, for which the first programme module will be on vectors and matrices. As a follow-up to the work of a group of experts which had led, by 1972, to the publication of four documents — a *compendium on multi-media systems*, an *inventory of programmed instruction*, a *glossary of educational technology* and a *study on media taxonomy* — the Steering Group has decided to issue a publication providing guidelines for the assessment and evaluation of multi-media systems. The guidelines will be based on a preliminary typolo[illegible] and methodology of evaluation, and on the r[illegible]s of a fact-finding operation to be initiated for the purpose of identifying the main issues in current multi-media experiments.

In regard to the applications of new technologies, the most immediately significant new departure came as a result of a proposal put forward by the Consultative Assembly for setting up a European institute to promote the development and application of multi-media distant study systems. The CCC's Committee on Higher Education and Research established a working party to explore the feasibility of this proposal. Following meetings of the working party in March and July 1972, and in the light of consultation with the Steering Group on Educational Technology, a consolidated report has been prepared, which outlines a feasible project. Pending further consideration of the proposals embodied in this report, first by the CCC and then by the Committee of Ministers of the Council of Europe, the working party is to hold further meetings in 1973 for the purpose of elaborating plans for exchange and co-operation between existing national centres and systems.

The use of multi-media systems in schools was the subject of a meeting in France in 1972, convened for the purpose of preparing the ground for a symposium held in the Federal Republic of Germany in 1973. A further meeting was held in the United Kingdom in November 1972 for the purpose of reviewing all activities falling within the ambit of the CCC's General and Technical Education Committee, in respect of pedagogical innovation through the use of new media and techniques. A symposium held in Spain in 1971 on the contribution of audio-visual aids to the training and further training of teachers benefited from progress made in the preparation of a two-part study : the first part, on the use of such aids, was published in 1971, and the second part on training in the use of such aids is scheduled for publication in 1973. A complementary development was the recommendation of a group of experts, at a meeting held on the occasion of a symposium in the United Kingdom in 1972 on the teaching of technology in secondary schools, for the co-production of audio-visual aids with a specific view to the training of teachers of technology. Various ways of implementing this recommendation are now being considered. Another technology whose educational applications are currently being studied is closed-circuit television. Following the last of a series of eight meetings, a consolidated study on the use of closed-circuit television in the general and technical education sector in Europe will form the basis of an overall programme assessment to be carried out in 1973.

III. SEVEN PROBLEM AREAS

A. PRE-SCHOOL AND PRIMARY EDUCATION

The findings of a symposium on the aims, forms and contents of pre-school education, in conjunction with the conclusions of two research symposia on the acquisition of reading skills and on pre-school education in general, have provided clear guidelines for a substantial programme of activities for the next two years. As a follow-up to these symposia, an analytical study has been commissioned on pre-school education trends and structures in the member countries of the CCC (and of the Standing Conference). In 1973, symposia will be held in the Federal Republic of Germany, on the early teaching of a modern language ; and in the Netherlands, on the training of teachers for the education of the 3-8 age group, whose findings should constitute the [illegible]mework for a study to be conducted in 1974 on [illegible]e training of teachers for pre-school education. Four case-studies of pilot experiments on the remedial role of pre-school

education will also be carried out, with a view to the organisation of a symposium and to the launching of a co-operative educational research project on the elaboration of a common *European catalogue of evaluation criteria for pre-school experiments*, with particular reference to compensatory education for children who are socially disadvantaged (cf. section IV, page 61). 1974 should see the organisation of a symposium in France on the links between pre-school and primary education, the execution of three case-studies on the introduction of *new mathematics* into primary school curricula (cf. section V, p. 63), and the launching of a major project on pre-school education for the children of migrant workers, which is described in the following sub-section.

B. THE EDUCATION OF MIGRANT WORKERS' CHILDREN

The contribution of the Council of Europe to the ad hoc conference which is currently being prepared by the Committee of Senior Officials, in accordance with Conference Resolution 1971/4, will be designed to balance and complement the contributions of the European Communities (see Chapter Four, page 73) and of other international organisations and agencies. It will be based on the experience acquired by the Advisory Committee to the Council of Europe Special Representative for Refugees and Overpopulation, in three key areas : the setting up of experimental language teaching projects in several European countries ; the setting up of experimental integration classes (providing tuition in the language and culture of the home country), also in a number of European countries ; and the drafting of a *European School Career Record* so as to facilitate transfer from one education system to another. In addition to its collaboration with the Advisory Committee in the work done in these three areas, the CCC's General and Technical Education Committee is arranging for a study to be undertaken in 1973 on the specialised training of teachers responsible for dealing with migrant workers' children. The socio-linguistic problems of these children, when attending school in the host country, are treated in a study which has recently been completed under the programme of the CCC's Higher Education and Research Commitee. To decide what follow-up may most effectively be given, within the educational programme of the Council of Europe, to the conclusions and recommendations of the ad hoc conference, a number of meetings are scheduled for the second half of 1974. Also provisionally scheduled for 1974 is the launching of a major project on pre-school education, whose implementation will also be influenced by the outcome of the ad hoc conference. The four phases at present envisaged for the execution of this project are, first, the carrying out of three case-studies to identify factors influencing the integration of migrant workers' children into pre-school education ; secondly, the framing of methodologies in the light of these factors, for the purpose of promoting integration ; thirdly, the setting up and carrying through of three pilot schemes, on the basis of the methodologies ; and fourthly, the evaluation of the pilot schemes, leading to the formulation of recommendations.

C. EDUCATION FOR THE 16-19 AGE GROUP

The contribution of the CCC's General and Technical Education Committee to the preparation of material for discussion of this subject as the main theme for the Eighth Session of the Standing Conference was usefully paralleled by the simultaneous preparation of a symposium on the state and implications of current research (cf. section IV, p. 60). Among future activities in the general and technical education sector which are bound to be influenced in some form or other by the Resolution(s) adopted by the Ministers at their Eighth Session, are :

- the proceedings of a symposium to be held in Ireland later in 1973 on this subject ;
- the preparations for a symposium to be held in Spain in 1974 on problems of continuity and co-ordination between compulsory education and other forms of secondary education ;
- the assessment of a project for the comparative evaluation of curricula and examinations in upper secondary education in Europe, conducted in collaboration with Oxford University (and leading to the publication in 1973 of the eleventh and last of a series of European Curriculum Studies), and the subsequent execution in the light of this assessment of a study on curriculum theory and practice at this level in member countries ;
- the proposed inception of a major project on the structuring and contents of technical and vocational education with a view to enhancing opportunities for professional mobility, for which the findings of four symposia in 1971 and 1972, and the preparations being made for a fifth in 1973, have clarified issues in the following areas : part-time technical and vocational education (the Netherlands) ; the training of teachers of practical subjects in technical and vocational schools (Norway) ; the relations

between technical and vocational education and industry (Switzerland); the equipment of workshops for technical education in the light of technological progress (Austria); and the general objectives of technical education and vocational training (Spain, 1973).

D. THE TRANSITION FROM SECONDARY TO TERTIARY EDUCATION

On the basis of a series of national reports on admission policy and *numerus clausus* restrictions, collated by the CCC's Committee on Higher Education and Research, the West German Rectors' Conference is undertaking an analysis of the overall situation in Europe, with the object of identifying common criteria and proposing common procedures for admission. A related activity undertaken by the Committee in 1972 was the collation of reports on the interpretation of the European Convention on the Equivalence of Diplomas leading to Admission to Universities. In the light of a policy discussion on the result of this work, scheduled for 1973, the Committee is proposing to convene a meeting of experts designed to reach European agreement on the interpretation of the Convention on equivalence, and possibly to commission a review of existing studies on the assessment of available places in European higher education institutions.

E. ASSESSMENT AND GUIDANCE

Matters relating to assessment and guidance cannot be separated in practice from the introduction of new methods of teaching and learning. Their presentation as a distinct problem area in this report flows from an invitation to the Council of Europe to indicate the follow-up which has been given in recent years to Resolutions 1967/2 and 1967/4 of the Standing Conference.

The measure of priority currently allotted to these matters is reflected in the appointment by the CCC's General and Technical Education Committee of a co-ordinating group for assessment and guidance, which will hold its first meeting in 1973. Its functions will be, first, to assess past activities in this sector; secondly, to make proposals for action to be taken on the findings and recommendations of symposia and meetings; and thirdly, to supervise and report on the execution of projects and other programme activities which may eventually be approved by the Committee. Past activities in the field of assessment include the publication of studies in 1971 on *Secondary school leaving examinations* (Egger) and *New techniques for the assessment of pupils' work* (Petersen), and the organisation of a symposium in November 1971 in the Federal Republic of Germany on objectives and methods of educational assessment. One of the conclusions of this symposium was that educational assessment was in a primitive state, in regard both to the accuracy of the methods used and the objectives for which they were used. Proposals are now being drafted for setting up machinery for systematic co-operation between national centres. In the field of guidance, by 1971 the Committee had supervised the preparation and publication of two major studies — on *Pupil guidance* in general (Reuchlin) and on *The observation and guidance period* (Roger) — and the organisation of two symposia : one in Spain in 1969 on the training of teachers for pupil guidance, and one in Denmark in 1970 on guidance methods for the 14-17 age group. The role of non-cognitive factors in pupil guidance will form the subject of a meeting of a group of experts, which it is planned to convene in 1974.

In the sector of higher education, the main thrust of the activities sponsored by the CCC's Committee on Higher Education and Research is derived from a conclusion on the need for more research, adopted by participants at a meeting held in Strasbourg in April 1971 on new methods of teaching, learning and examination. Support is being given to the exchange of national research findings through active sponsorship of cross-national discussion of new assessment and evaluation techniques. Activities relating to the successful sponsoring of a *European Association for Research and Development in Higher Education*, and to support for the preparation of a *European Repertory of Research Projects*, which will benefit future work in this area, are treated in the following section (see page 60).

F. PARTICIPATION

Activities in this area are a response to the call for democratizing education systems, made by the European Ministers of Education at their Sixth Conference in Resolution 1969/4. In the sector of general and technical education, preparations for a symposium to be held in Belgium in 1973 on education for participation (by pupils, teachers and parents), with special emphasis on upper secondary education, were initiated in 1971 with the production of the first of a series of documents on various national experiments. In the sector of higher education, a survey was initiated in 1972

on *participation by students in the running of higher education institutions*, and *the participation of junior and intermediary staff in university decision-making* has been identified as meriting priority treatment. Participation is therefore likely to be an on-going focus of international discussion in this sector.

G. FOREIGN LANGUAGE TEACHING

Foreign language teaching is another area in which the Council of Europe has been invited to present an account of action which has been taken in recent years as a follow-up to past Resolutions of the Standing Conference — in this case, Resolutions 1961/6 and 1962/2, and subsequently Resolution 1971/4.

A new departure in June 1972 was the signature of an Agreement between the Council of Europe and the *Centre for Information on Language Teaching* (CILT) in the United Kingdom, which provides for CILT to discharge the functions of a European centre for research information.

In the higher education sector, a symposium was held in Austria in 1972 on the non-linguistic aspects of modern language teaching at university level. In the general and technical education sector, the last two years have witnessed the organisation of three symposia — on the integration of audio-visual aids into the modern language classroom (Turkey); on intensive courses for modern language teachers (United Kingdom) ; on the connexion between the teaching and learning of the mother tongue and the teaching and learning of other languages (Finland) — and the completion of three commissioned studies : on *the state of modern language teaching in fundamental education in Europe* (Neumeister), on *the development of modern language teaching curricula* (Halls), and on *the study of civilisation in modern language teaching* (Rothmund). An assessment exercise will be conducted in 1973.

One of the purposes of the symposium held in Turkey in 1971, referred to in the foregoing paragraph, was to discuss the implementation of a five-year technical aid project for the development of foreign language teaching in Turkey (cf. section IV, page 62). The project has covered the sending of experts to Turkey as advisers to the Turkish Government, the sending of experts from Turkey (both administrators and professors) to participate in courses in other European countries, and the participation of Turkish teachers in ten-month further training courses in other European countries. In view of the wish expressed by the Turkish authorities that the project should continue beyond 1973, when the five years elapse, arrangements are now being made to assess the results so far achieved.

In the sector of adult education, the findings of a symposium held in Switzerland in May 1971 have provided the foundations of a major project for the development of a 'motivation-based' European unit-credit system in the field of adult language learning (cf. section II, page 56). It is 'motivation-based' in the sense of taking special account of the communication situations in which adult learners are characteristically involved. 1972 saw the completion of three preliminary studies — on *the definition of adult language needs* (Richterich) ; on *the linguistic and situational content of the common core in a unit-credit system* (Wilkins) ; on *the definition of a threshold level of competence* (van Ek) — and the advancement of preparations for a symposium in Austria in 1973 to evaluate a provisional outline scheme. Subject to the approval of the CCC's Committee on Out-of-School Education and Cultural Development, and with the close collaboration of the CCC Steering Group on Educational Technology, the planning of the project should be finalised in the course of 1974.

IV. IMPROVING COMMUNICATION BETWEEN NATIONAL EDUCATION SYSTEMS IN EUROPE

A. THE FLOW OF IDEAS

Research in general

The CCC's Higher Education and Research Committee has continued its policy of encouraging closer cooperation in Europe in all fields of research. 1972 saw the creation of opportunities for new forms of action in this direction, through the invitation extended to this Committee by the Committee of Ministers of the Council of Europe to send representatives to meetings of the *European Joint Committee on Scientific Co-operation*, convened on the initiative of the Consultative Assembly Committee on Science and Technology (cf section V, page 64). Meanwhile, over the last two years, grants have been made to European research seminars ; publication has continued of the series of reports on European research resources ; meetings have been organized on European co-operation between universities in the definition and planning of their research priorities, and on European co-operation between research foundations ; and 1971 saw the successful sponsoring of a *European*

Association of Research Libraries (LIBER), to which grants have been made to help in the launching of its activities.

Research and development in education

(a) higher education

Following a series of meetings on the promotion and institutionalisation of research in this specific area, dating from 1969, a meeting held in May 1972 on aims and objectives in higher education provided the occasion for formally establishing a *European Association for Research and Development in Higher Education*. In conjunction with this, the Committee is supporting the preparation of a *European Repertory of Research Projects*, by means of a grant to the British Society for Research into Higher Education.

(b) general

Research and development in education generally is another area in which the Council of Europe has been invited to present an account of action which has been taken in recent years as a follow-up to a past Resolution of the Standing Conference : in this instance, Resolution 1964/3 on the exchange of research information and the promotion of co-operative research.

This Resolution was the starting point for the activities of the CCC's ad hoc Committee for Educational Research. Each country is represented on this Committee by a director of an educational research organisation and by an education ministry representative. It has met regularly since 1968. The twin objectives of the Committee's work programme are to strengthen the role of the researcher — both as an adviser to decision-makers and, where researchable issues are at stake, as an agent of innovation in the classroom — and to promote at national and European levels, through improving the flow of research information the further co-ordination of individual projects so as to create opportunities for new forms of co-operative research.

With the increasing volume of educational research conducted in member countries, the Committee decided in 1972 to limit the scope of its *European Surveys of Educational Research* to the educational research policies of Governments. In regard to completed and on-going research, it invited its members to develop a system of annual national surveys, to be co-ordinated by annual meetings of the national survey editors, of which the first is scheduled for March 1973.

In addition to improving the flow of ideas by providing channels for the circulation of information on individual research projects, the Committee recommended in 1972 the trial commissioning of four trend reports, designed to give a detailed picture of progress and prospects in the following areas :

— pre-school education, with special regard to compensatory education for disadvantaged children ;
— guidance and counselling ;
— techniques of evaluation and continuous assessment ;
— models for curriculum development.

For the purpose of attaining its co-ordination objective, the Committee sponsors educational research symposia ; organises colloquia of directors of educational research organisations; and arranges programmes of visits abroad for representatives of national research organisations.

The intrinsic purpose of the educational research symposia, which each deal with a specific theme and are attended by researchers and governmental representatives, is to provide a forum for '... the confrontation of research findings and administrative experience, and (for the detection of) "growing points" in the vast field of researchable issues of interest to both Governments and the research community'. In 1971 symposia were held on the acquisition of reading skills (Switzerland) and on pre-school education in general (Finland). In 1972 the preparation of documents for the main theme of the Eighth Session greatly benefited from the findings of a third symposium, held in France in October 1972, on the state and implications of current research on the education of the 16-19 age group. The subjects of the symposia scheduled for 1973, in the United Kingdom and Belgium respectively, are research and reform in teacher education, and compensatory and individualised education.

At the first colloquium of directors of educational research organisations, held in London in November 1971, the two main themes were the policy of educational research organisations, and the training and career structures of educational researchers. In consequence of the discussion of the second theme, a working party was set up to make recommendations for the co-ordination and reform of these structures ; it is expected to submit its report early in 1974. The suggestion was made in the course of the colloquium that an autonomous foun-

dation, financed by Governments, should be set up to promote educational research co-operation in Europe ; alternatively, that an independent European Research and Development Foundation should have a section dealing with education. The second colloquium will be held in Paris in November 1973.

Under the visits programme, in 1971 and 1972, eleven directors of educational research organisations have visited research centres outside their own country. Reports on these visits have been widely distributed, and the programme will be continued in 1973.

In regard to the promotion of co-operative research, a trial project is at present being studied for the purpose of elaborating a common European catalogue of evaluation criteria for pre-school experiments, with particular reference to compensatory education for children who are socially disadvantaged (cf. section III, page 57). Following the initial elaboration of such a catalogue, a second phase is envisaged in which member Governments might apply its criteria in evaluating their pre-school education programmes and particular innovatory projects. In the third phase, a working party of researchers and governmental experts would be appointed, for the purpose of drawing conclusions from the national evaluations.

In the overall field of educational research and development, what obstacles have been encountered and what results have been achieved ?

The main obstacle is the fact that a European educational research community does not yet exist. There are at least three language areas — English/American, French and German — in which researchers publish, read and meet. But there is little communication between these areas. A further obstacle is the immense variety of research organisation. This ranges from the university seminar and the publication of doctoral theses to the programme of the big research institute and its many empirical projects.

The main result so far achieved is the creation of a system for ensuring a continuous flow of comparable educational research information between member countries. This system, merged with the projected EUDISED system (see immediately below, sub-section B), could be developed into a European *Educational Resources Information Centre* on the model of the ERIC system in the United States. In addition to this, closer links have been established — through the symposia, the colloquia and the visits programme — between various educational research organisations. The co-operative research stage, however, has not yet been reached, and doubts have been expressed as to whether co-operative research should be considered as an objective in itself rather than as one among other instruments for the implementation of co-operative policy. The CCC's Committee for Educational Research will be able to contribute to intensified European co-operation in education by reformulating the researchable problems of major projects, and by providing some of the concepts and data required to solve them.

B. THE FLOW OF INFORMATION

Conference Resolution 1962/5 on the need for organising the exchange of information, as a basis for co-operation between education systems, led to the establishment in 1964 of the Documentation Centre for Education in Europe and to the launching of the EUDISED project in 1968. The aim of this project, which progressed according to schedule in 1971 and 1972, is to set up the computer-based network of a *European Documentation and Information System for Education.*

The second EUDISED report, published in 1971, outlined the technicalities of running a network of national, language area and/or subject area centres, under the guidance of a co-ordinating centre, for the purpose of exchanging computer-processed information on the basis of a uniform multi-lingual thesaurus and a uniform format. Provisional drafts of the thesaurus and format were submitted in 1972 to two working parties appointed by the CCC's ad hoc Committee for Educational Documentation and Information. Publication is scheduled for the autumn of 1973, and an agreement has been concluded with the International Labour Office for processing the thesaurus on its computer. 1974 should see the finalising of these documents in the light of the Committee's further recommendations, and the conducting of trial computer runs. From 1975 it is expected that the system could start operating.

How may one evaluate the results so far obtained ?

Apart from a few pilot projects in the more technically advanced countries, educational documentation and information in Europe still largely relies on traditional working methods and is characterised by national isolation. This situation will be the harder to remedy in that in many fields other than education, disappointment over the development of software has led to a stagnation of computer-based documentation and information.

It will therefore take longer than foreseen at the

start of the EUDISED project to reach the fully operational network stage in which each participating centre will be able to draw maximum benefit from its relations with other centres.

Nonetheless, the EUDISED thesaurus in English, French and German — which will be extended in 1974 to include Spanish and possibly Dutch and Italian descriptors — is generally regarded in itself as a valuable achievement, since it is the first international educational 'dictionary' composed by experts from various countries for the purpose of computer indexing. Similarly, the EUDISED format, which allows for the processing of book and non-book material within a single system, is regarded by experts as a major advance in the application of computer techniques to the exchange of information.

The first practical application of EUDISED might be made in the field of educational research. Information obtained through the annual publication of national educational research surveys (see page 60) could be stored by means of the EUDISED format and thesaurus in the computer of a national or international agency. A European 'ERIC' could thus be created, providing immediate access to abstracts, micro-fiches and (if necessary) original material covering all educational research conducted in member countries.

C. THE FLOW OF PERSONS

General

Conference Resolution 1971/2, on the mobility of students and teachers in higher education and of research workers, with its recommendation for establishing '... a system of equivalences based on the subject matter, the duration and the level of studies', has provided the impetus for two major initiatives. The first has been to prepare the ground for the launching of a special project — to be implemented outside the normal programme and financed by Governments which choose to participate — on mobility for post-graduate students and staff in higher education and research. The two aims of this special project, which it has been provisionally agreed to start in 1974, are to improve the flow of information, through the designation of a single agency in each participating country to be responsible for liaison with similar agencies in the other countries; and to secure agreement on the application of measures and principles likely to have an immediate impact on the general situation. The second initiative relates to the equivalence of qualifications, in regard primarily to their academic rather than to their professional equivalence. A series of meetings of national experts held under the aegis of the CCC's Higher Education and Research Committee, and the Committee's continued support for the preparation of a comparative repertory of European qualifications, have prepared the ground for the eventual launching of a project of intensified co-operation focusing on four main areas: — the setting up of a network of national equivalence information centres (to be pursued in co-operation with UNESCO and the Commission of the European Communities); the definition and legal protection of degrees; the establishment of minimum requirements or guidelines for the teaching of certain subjects at university level; and the encouragement of bilateral and multilateral equivalence arrangements.

Specific

1972 saw the rapid development of a project launched in 1971 in response to an offer by the United Kingdom to admit fifty teachers from other member countries to short in-service training courses. In view of the success of these arrangements, the United Kingdom doubled the number of places available for 1972, and doubled it yet again — to reach a total of 200 — for 1973. Meanwhile, through a certain measure of collective financing by the CCC and the emergence of similar offers of places from Austria, Switzerland and the Netherlands, the project has assumed a multilateral dimension. The flow of persons between education systems is similarly being provided for through the exchange visits of experts and the participation by Turkish teachers in 10-month further training courses in other European countries, organized within the framework of the technical aid project for the development of foreign language teaching in Turkey (see section III, page 59). Finally, details are being drafted for the implementation on a multilateral basis of a Council of Europe Higher Education Scholarship scheme, following an offer from the United Kingdom of fifty scholarships as from the academic year 1973/74.

V. CREATING ADDITIONAL OPPORTUNITIES FOR THE HARMONISATION OF TEACHING, STUDY AND RESEARCH PROGRAMMES

A. CO-PRODUCTION OF TEACHING MATERIAL

In addition to exploring possibilities for the co-production of multi-media software (see section II,

page 56), the Council of Europe sponsors the co-production of films and audio-visual material for schools, under arrangements co-ordinated by a special advisory group of the CCC's General and Technical Education Committee. In geography, progress has been made with the series of films on regions of Europe which form natural geographical entities irrespective of national frontiers, and a third series has been started on transport and energy. In physics, 1972 saw the start of a new series on relativity, as a follow-up to the three series now being produced on wave-particle duality, on the earth in space and on electrostatics ; the next two subjects envisaged are the physics of solids and integrated science at primary level. In biology, 1971 saw the start of a series on the living body, as a follow-up to the series on the living cell ; the next series to be started will be on the living plant. A series of films is also envisaged, for the purpose of providing information to teachers, on drugs. By virtue of the co-production arrangements, any country contributing to a series on any subject may obtain the whole series.

B. IDENTIFICATION AND APPRAISAL OF AGREED PRIORITY AREAS FOR CURRICULUM REFORM AND RENEWAL

The measure of priority allotted to this class of activities was reflected in the appointment in 1972 by the CCC's General and Technical Education Committee of a special co-ordinating group for curriculum development. One of its functions will be to supervise the execution of the two activities relating to the introduction of a foreign language into pre-school and primary education and to the introduction of 'new mathematics' into primary school curricula. Another of its functions will be to assess what follow-up should be given to the conclusions and recommendations of symposia and meetings of experts, which appear to have significant curricular implications.

In the general and technical education sector, specific areas not hitherto mentioned in which such conclusions and recommendations have been formulated in 1971 and 1972 are road safety, religion and technology. The second conference of governmental experts on road safety education in schools, organized jointly with the European Conference of Ministers of Transport and held in Austria in 1971, recommended that road safety should be a compulsory subject, taught systematically at pre-primary, primary and secondary level, and fully integrated into the curriculum ; teachers, moreover, should be trained to appreciate the psychological and physical factors which condition the road behaviour of children, which recent research has shown to be different from the behaviour of adults. Participants in a symposium on the treatment of religion in school history textbooks in Europe, held in Belgium in 1972, deplored current inadequacies of treatment — particularly in regard to presentations confined to an analysis of structures and of relations with the political authority — and called for co-operation between scholars from different disciplines, members of different faiths, and agnostics, in drawing up a list of errors, distortions, omissions and clichés which disfigure many textbooks still in use. One of the recommendations adopted at a symposium on the teaching of technology in secondary schools, held in the United Kingdom in 1972, was that such teaching should be extended throughout general education, at lower and upper secondary levels : the purpose of this would be to instil in pupils an awareness of the logic of technological change, its interaction with the social, political and economic forces which determine its actual pace and direction, and its consequent impact on the environment.

In the higher education sector, following the review of a series of comparative studies in the teaching of seven subjects at university level (engineering, chemistry, physics, geography, mathematics, economics and biology), proposals for establishing a *European Register of Selected Curriculum Reform Experiments* are to be drafted in 1973. In regard to reform in particular disciplines, trends and proposals in medicine and dentistry have already been the subject of discussion ; a study on the reform of pharmaceutical education is now being prepared ; and a survey on the training of accountants is scheduled for analysis and discussion in 1973.

C. CONCERTING ACTION TOWARDS A COMMON REFORM OBJECTIVE : INTER-DISCIPLINARITY

Inter-disciplinarity was one of the major themes of a symposium in Sweden in 1972 on curriculum planning and development in upper secondary education, with particular reference to the teaching of science and the human sciences. It was strongly recommended that the integrated teaching of physics, chemistry and biology should be introduced at the upper secondary level, as was already the case in many countries for the lower secondary level. The value of studying the human sciences was to generate insights into the process of social change, and to induce a critical attitude towards it :

an integrated programme should cover topics such as urbanisation and industrialisation, the development of modern political forms and ideas, and current issues such as the use of non-renewable resources, automation, 'culture shock', new forms of migration and the status of minority groups. These and other recommendations of the symposium will form the basis of activities in the general and technical education sector over the next two years. These include preparations for a symposium in the United Kingdom on an inter-disciplinary approach towards the teaching of natural sciences at secondary level ; and the exploration of possibilities for the development of an inter-disciplinary approach to the teaching of the human sciences in secondary education, with a view to the subsequent execution of case-studies on experiments in member countries.

In the higher education sector, environmental studies have been chosen from among a range of newly emerging disciplines as a particularly timely and appropriate area for the promotion of inter-disciplinary teaching. The findings of a study on existing European environmental study courses were subjected to appraisal by a group of experts in 1972. Two conclusions which will be considered at a follow-up meeting scheduled for 1973, are that courses on environmental problems should form an integral part of most major disciplines, and that all students entering the university should have the opportunity of following some kind of introductory course.

D. A EUROPEAN DIMENSION FOR UNIVERSITY TEACHING AND RESEARCH PROGRAMMES

As a potential theme for more intensive investigation under the aegis of the CCC's Higher Education and Research Committee, preliminary consideration has been given to the manner in which an enquiry might be conducted into the extent to which social, political and economic changes in Europe which stem from growing European unity, are reflected in university teaching programmes in the social sciences and humanities, and form the subject of research.

In the field of scientific research as a whole, a similar purpose is being achieved, though with a rather more indirect line of approach. Under the aegis of the Consultative Assembly Committee on Science and Technology, four working parties have been appointed to organise co-operative multi-disciplinary research programmes in space· biophysics, aerospace physiology and medicine, geodynamics and polar research. Seven other areas of multi-disciplinary research, in which the need for concerted multilateral action is acutely felt by research scientists operating within the framework of national programmes, are being investigated by special study groups with a view to defining feasible European programmes and to the appointment of further working parties. 1972 saw the first meeting, at the close of the Third Parliamentary and Scientific Conference, of the *European Joint Committee on Scientific Co-operation* convened by the Committee on Science and Technology to provide a forum for the exchange of views between parliamentarians and members of the working parties holding posts of executive responsibility (cf. section IV, page 59). To facilitate contacts between European research scientists, with a view to the identification of further areas for concerted action and to the drawing up of feasible programmes in those areas, the setting up of a special auxiliary fund is now being considered. Teaching based on the results of such programmes, or given by scientists engaged on or associated with them, inevitably assumes a European dimension.

European Communities

I. INTRODUCTION

As European integration progresses and the Community's aims and objectives (as well, no doubt, as various obstacles) become clearer, it is becoming increasingly evident that this integration can never be fully understood by the people of Europe unless it adds a new dimension to their lives, encompassing not only their economic needs but also their social and cultural aspirations. Moreover, it goes without saying that educational problems cannot be dissociated from the process of integration.

As was emphasised in the report submitted by the European Communities to the Seventh Conference of European Ministers of Education, there is an *interdependence between educational systems and economic and social systems*. Economic and social progress in our countries is inseparable from an appropriate education policy, which means that education, while fulfilling its essential rôle in the transmission of Europe's cultural heritage, must be constantly adapted to new developments so as to preclude any divorce between society's needs and its ability to meet them. The Community's economic expansion carries with it a need to extend, adapt and improve general education and vocational training. It is therefore not surprising that in all Community countries education should be a major matter of concern for public authorities, and that a general review of educational systems should be in progress. The more these endeavours are concerted within the Community, the more the education provided there will help to give the Community a new image.

The Community cannot be satisfied with economic success alone. If it is agreed that it has a political aim and is to achieve a genuine European " union " by the end of this decade, it should also be agreed that this union must be given human substance. As the Heads of State and Government of the enlarged Community rightly emphasised in October 1972, economic expansion is not an end in itself ; it must lead to an improvement in the quality of life as well as in standards of living, which means that particular attention must be given to intangible values and assets. By placing its economic achievements at the service of man, i.e. through efforts to achieve qualitative growth, the Community will succeed in finding its true cultural dimension. It is in this way that Europe will be able to assert its personality and hence its place in the world.

It can scarcely be denied that the Community authorities have their part to play in the framing of education and training policies. And before we start on a detailed review of their activities in this field, one final comment may be made. In a world of rapidly changing structures, it would be dangerous for the Community to remain indifferent to the challenges of modern society ; it should endeavour to meet them in good time and find the appropriate answers. Among the more acute problems arising mention may be made of those pertaining to *migrant workers* and the *schooling of their children* and those concerning the *market in new educational media* and the abuses to which it might give rise, as well as the more general problem of the *democratisation of education*.

The Community has now been enlarged and includes three new members : the United Kingdom, Denmark and Ireland. In accordance with the procedures laid down in the treaties of accession, all new projects have been discussed among all nine Members since the signing of the treaties. As far as the field of education is concerned, it was in March 1972 that the new Members began to take part in the discussions resulting from the six founder States' first ministerial meeting on education, which was announced in the Communities' report for 1969-70.

This meeting of the *Council* and the *Conference of Ministers of Education of member States* took place on 16 November 1971. It led to the adoption of a work programme covering the mutual recognition of diplomas, the setting up of a European university institute and the initiation of European cooperation in educational matters. The details of this programme will be analysed later on in this report.

II. MOBILITY AND CO-OPERATION

A. MUTUAL RECOGNITION OF DIPLOMAS

It will be recalled (1) that, in pursuance of Article 57 of the Treaty, the Commission has submitted to the Council of Ministers numerous draft directives (legal instruments binding on member States) concerning the mutual recognition of diplomas, or of transitional measures in this field, for the professions of architect, engineer, doctor, dentist, pharmacist, veterinary surgeon, accountant, fiscal adviser, nurse and optician.

The purpose of the Commission's proposals is to promote freedom of movement for members of the professions. The arrangements proposed are highly flexible. The texts lay down the criteria on which training courses would need to be based in order to obtain mutual recognition. They should be regarded as a key part of the effective implementation of the right of establishment, as the absence of decisions on mutual recognition renders freedom of movement illusory in many cases. The proposals concern the various training requirements for access to an occupation or for the right to use a professional title or a title denoting given qualifications. They are therefore aimed at the "end product".

The Council of Ministers' bodies will shortly be completing their examination of the texts concerning doctors, pharmacists and architects.

Furthermore, in November 1971 the Conference and the Council of Ministers of Education of the six member States adopted a declaration comprising :

— a request to the Council of the Communities to do its utmost to speed up decisions on the mutual recognition of diplomas ; and

— a request to the Commission to consider the possibility of promoting the general recognition of diplomas.

In response, the Commission appointed a working party which has held several meetings and whose conclusions will be set out in a memorandum which the Commission should be able to submit to the Council of the Communities shortly.

With regard to the work on the mutual recognition of diplomas that is being carried out at Council level, the Council's decisions remain conditional on the solving of various general problems which make it difficult to compare training courses in a given discipline but nevertheless affect the whole issue of the mutual recognition of diplomas for the disciplines concerned. One example is the question of decisions on the mutual recognition of diplomas taken in pursuance of Article 57-1 of the Treaty being extended to include *employees* ; another is the question whether this or that directive should be *applicable to all nationals of member States or only to those who want to take advantage of freedom of movement.*

(1) Cf. the Communities' report for 1969/70.

B. EUROPEAN UNIVERSITY INSTITUTE AND EDUCATIONAL CO-OPERATION

The programme adopted by the Ministers of Education in November 1971 included two other important activities, viz. :

— the preparation on the setting up of a *European University Institute in Florence* on the basis of the conclusions of the Education Ministers, and the submission of the draft to member Governments for signature ;

— a study by a group of experts of

- the various tasks which might be entrusted to a *European Education Development Centre* in the light of the cooperation and activities already being widely conducted in other organisations ;
- possible arrangements for organising, operating and financing such a centre ;
- the relations the centre might have with the European Communities and the legal basis which might be established for the educational co-operation envisaged.

1. *European University Institute*

The intergovernmental convention setting up the European University Institute of Florence was signed in Florence on 19 April 1972 and is now awaiting ratification by member States. This is expected to occur in the early summer of 1973, and the Institute might therefore receive its first intake of students in the summer of 1974.

Admission to the Institute will be confined to *postgraduate students* wishing to do two years' research for a doctorate. Initially it will *concentrate on the human sciences*, as can be seen from the names of its four departments, viz. history and civilisation, economics, law and political and social sciences.

The general direction of the Institute will be in the hands of a *Higher Council*, comprising representatives of member States as well as — in a non-voting capacity — representatives of the Commission and the President. This body will organise the

Institute's functioning and look after its development.

Responsibility for research and teaching will devolve on an *Academic Council*, comprising the President of the Institute, the department heads and representatives of the teaching staff and research students.

Initially, the President and the first eight teachers will be appointed by an ad hoc procedure, but subsequently the Institute's authorities themselves will appoint teachers and propose candidates for the presidency to the Higher Council.

The Institute will be financed by contributions from the Contracting States, but in 1978 the possibility of its being financed by the Community is to be considered.

Under its statute, the Institute will be able to conclude agreements with States and international bodies within the context of its functions.

The Villa Tolomei and its grounds are being made available to the Institute by the Italian Government, buildings are to be erected on this site. Pending the completion of these buildings, the Institute will be housed at Badia Fiesolana.

2. *Educational co-operation (European Centre for the Development of Education)*

A Group of experts from the Community's nine member States has considered what tasks might be entrusted to a European education development centre, as well as possible arrangements for organising, operating and financing such a centre. A number of draft legal instruments defining the framework and basis of educational cooperation have been submitted by various member States and are at present under study.

Although the results of this study are not yet known it is nevertheless possible to indicate the main lines it has followed.

There is a common desire not to duplicate the work of other international organisations, particularly that of OECD, the Council of Europe and UNESCO. Instead, it is wished to approach the matter from a practical standpoint and, in the light of the problems facing the Community, implement in a concerted way several projects which have not been carried through to the extent desired.

The fact that various powers have been conferred on the Community institutions by the Treaties makes it necessary for close collaboration to be maintained between those institutions and the member States, and this will have to be taken into account in the plans and activities of a European education centre.

It is nevertheless true that the initiative taken by the Ministers of Education and the work subsequently done by the committee of experts have generated a greater awareness of the fact that the Communities will not be able to devote their efforts to economic and social development without also taking educational needs into account.

It is clearly essential to ensure coherence between the policies pursued at Community level and the education policies pursued by member States, so that economic progress and educational development may converge and create the conditions for a more balanced civilisation and a culture which gives everyone a zest for life and a sense of purpose.

This activity must not overlap with the rôles played by other international organisations, each according to its specific function. The dialogue between the Community and the other States within those organisations must be carried on and intensified for the benefit of all. Through concerted action by its member States and the Commission, the Community can make a positive contribution to other international organisations and give added force to their decisions and recommendations.

The expert studies are still going on and will no doubt take some time to complete.

C. ACTIVITIES DESIGNED TO PROMOTE THE MOBILITY OF SCIENTISTS, TRAINING IN DATA PROCESSING, TRAINING IN BUSINESS MANAGEMENT AND COOPERATION IN POST-GRADUATE STUDIES

1. *Activities of the Committee on Scientific and Technical Research Policy (PREST)*

On the question of the mobility of scientists, the PREST Committee had adopted a number of recommendations by the specialised *Exchange of Scientists Group* which it considers call for a special examination by the Council and the Commission.

One recommendation, referring to the various regulations governing scientists working in member countries, advocates that all appropriate measures be taken to remove divisions between the different *social security and pension schemes.*

Another recommendation is aimed at making scientists feel less isolated when working abroad and facilitating their return home. It proposes that scientists' *home countries devise an appropriate system for maintaining contact with them while they are abroad.*

A third recommendation, aimed at facilitating the mobility of scientists at European level, proposes that full and up-to-date information be made available on opportunities and conditions for working abroad and that adequate financial assistance be provided, particularly through the scholarships scheme.

To this effect it is recommended instituting a *community information system* whose purpose would be to make available to interested individuals, bodies, institutions and firms — in co-operation with national agencies — documentation on opportunities for studying, training and working in member countries as well as obtaining funds for such purposes, together with information on the status and content of final qualifications awarded in member countries.

The purpose of a fourth recommendation is to suggest a solution to the problem of *schooling for the children of scientists staying abroad.* It proposes that schools, particularly primary schools, able to receive foreign children be set up or expanded near major research centres.

The PREST Committee's report has been transmitted to the Education Ministers and the Ministers responsible for scientific research and has been considered by the above-mentioned Group of experts on educational co-operation.

As a supplement to the work of the specialised *Post-graduate Studies Group,* the Commission has had a study made of post-graduate training for scientists in the Community. In the resultant report it is suggested, inter alia, that a *European centre for research and post-graduate studies* (CEREP) be set up. This would not be a scientific institution but would be responsible for policy-making, allocating funds and exercising supervision. It would serve as the machinery for information, stimulation and co-ordination in this field which the PREST Committee had recommended establishing.

The PREST Committee expressed the wish that the final report of the study together with the conclusions of the specialised Post-graduate Studies *Group* be transmitted to the Education Ministers and the Group of Experts on Educational Cooperation.

Work by the specialised *Post-graduate Studies Group* has shown that priority must be given to the training of teachers in data processing, first of all through the institution of a co-ordinated series of short courses.

Ways and means of arranging such courses and the possibility of supplementing them with a series of longer courses have been discussed by a specialised *Group on training in data processing.* Early in 1971 this *Group* prepared a report on the organisation of an initial series of seven short high-level courses, and the report has since been endorsed by the PREST Committee. With the exception of Luxembourg, each Community member country has undertaken to hold one of the courses in the series in its territory at its own expense.

The first course, on *Software engineering,* was held in Munich in February and March 1972, the second, on *Programming languages and data structure,* in Amsterdam in June 1972, and the third, on *Systems design* in Grenoble in December 1972.

Two other courses are being held in the first half of 1973 : one in Ghent, on *Advanced methods for processing data in firms* ; the other in Rome, on *Data banks and automatic documentation.*

At the same time as co-ordinating the organisation of these courses, the specialised *Group* on training in data processing is continuing its analyses of the prerequisites and conditions for more continuous co-operation among the Community countries.

2. *Achievements in the nuclear field*

In the nuclear field, the Commission has been carrying on activities begun earlier. These comprise : the application of a training scheme to students from higher technical institutes, i.e. to engineering technicians ; the implementation, for graduate scientists and engineers, of a scheme of scholarships for specialised training, doctorate studies or inter-disciplinary specialisation ; and the promotion of in-service training for research workers and engineers by means of a scheme of specialised courses. The Commission is thus contributing to the mobility of young research workers and engineers at all levels of training among the Community countries as well as the pooling of professional knowledge and the training of specialists.

By concluding agreements with various universities in the Community, the Commission has also promoted inter-disciplinary training in fields which

are not a direct part of university curricula, particularly in the field of biology.

For 1971, the Council allocated twice as much money to these activities compared with previous years, thereby enabling them to be intensified.

3. *Business management training*

As part of its industrial policy, the Commission attaches special importance to the development of business management training, regarding the following tasks as having priority :

— assessing present and future needs, both quantitative and qualitative as regards training in the Community ;

— developing a management training strategy matching Europe's specific situation and needs, in the belief that management training should be given an international dimension ;

— improving co-operation between training establishments and industry.

The *European Management Foundation*, which is regarded as highly representative by training establishments and is receiving increasing support from industry, was set up in answer to a recommendation in the Commission's industrial policy memorandum of March 1970. In co-operation with this Foundation an extensive study has been made with a view to comparing the methodologies and results of need assessment surveys already carried out in the nine Community countries and Norway.

Similarly, a *Political and Economic Planning* study on the adaptation of pre-experience management training to present economic needs has been extended to cover the enlarged Community.

The Commission is also thinking of helping to set up a group of experts to work out a European management training strategy and establish machinery for an *intra-Community exchange of management teachers.*

III. VOCATIONAL TRAINING — OBJECTIVES AND ACTIVITIES

1. *Objectives*

The objectives pursued by the Commission in the vocational training field stem from the general objectives of the European Communities viz. harmonious development of economic activities, continuous and balanced expansion and faster improvement of living and working conditions. These objectives are defined in greater detail in Articles 50, 118 and 128 of the Treaty of Rome and in the decision which the Council took on 2 April 1963 in pursuance of Article 128, concerning the establishment of general principles for a common policy on vocational training.

2. *A new programme of activities*

A fresh impetus was given in this connection by the *General guidelines for a Community programme of activities in the vocational training field*, which the Council of the European Communities adopted on 26 July 1971.

In accordance with these guidelines, the Commission, in co-operation with the *Advisory Committee on Vocational Training*, immediately started drawing up a new work programme for the implementation of a common vocational training policy. This programme, which supplements the one adopted by the Commission on 5 May 1965, was transmitted to the Council on 6 November 1972.

In the Commission's view, this programme should meet the actual needs of member States and take account of developments in the vocational training field ; the activities should be carried out on a Community scale and cover all levels of training.

However, in view of the importance of the tasks to be carried out, the Commission was compelled to give priority to certain activities in agreement with the representatives of governments, employers and workers on the Advisory Committee on Vocational Training.

The programme comprises activities concerned with the following three sets of problems :

— the development of vocational training policies, structures and systems of organisation ;

— the adaptation of training methods ;

— priority training problems concerning certain categories of persons, certain economic sectors and certain regions.

Efforts, it is thought, should be concentrated mainly on the following activities :

— intensification of the pooling of information and experience concerning *national vocational training policies*, current reforms and the management and financing of vocational training ;

— co-operation on *research* into occupational trends and vocational training ;

— co-operation on the *approximation of training standards ;*

— development and improvement of *vocational information and guidance* ;

— promotion of activities in connection with the provision of *continuous training* ;
— development of *modern training methods and techniques and promotion of instructor training* ;
— solving of *priority training problems* posed by given categories of persons, in particular the *less privileged* ones ;
— solving of *priority training problems in certain economic sectors and certain regions.*

3. *Activities already in progress*

At the same time as preparing the implementation of its new work programme, the Commission has been carrying on the activities in its first programme, in co-operation with the Advisory Committee on Vocational Training. These activities, some of which will be continued and amplified under the new programme, may be summarised as follows (2).

Vocational guidance

In Luxembourg in October 1971 the Commission completed its first series of seminars for senior officials from national vocational guidance services, held throughout the Community.

A report on vocational guidance activities in the Community in 1971 is being issued.

Structure and organisation of vocational training

The preparation of basic documentation on *Statutory provisions governing vocational training in the Community* was completed in July 1971. This will provide reference material for a study which began early in 1973, under the new work programme, on the *Organisation and structure of general, technical and vocational education in the Community.*

With regard to the specific field of vocational training for adults, the Council of the European Communities took decisions on 26 November 1970 on the conclusions and suggestions which the Commission had submitted to it the previous April. It approved a number of practical conclusions concerning activities to be carried out at national level at the instigation of member Governments, and activities to be carried out at Community level. With regard to the latter, the Commission was asked to study the possibility of making practical proposals to the Council on the following questions:

(2) Cf. Report for 1969/1970, pages 57 to 59.

— improvement in information and the comparability of data concerning the training of adults ;
— development of the pooling of information and experience ;
— co-ordination of research ;
— mutual recognition of diplomas awarded at the end of adult training courses.

Activities relating to these questions have been included in the Commission's new work programme.

With regard to the ECSC industries, the *Vocational Training (ECSC) Committee* decided on 2 June 1972 to focus its attention more particularly on problems concerning the retraining and re-education of adult workers.

Co-operation in the field of research

A key point in the new work programme will be the promotion and co-ordination of research into vocational training. In view of the importance of such research, the Commission, in co-operation with member Governments, set up a working party of heads of specialised training research centres in 1971. The object was to secure closer Community co-operation in research, especially in regard to priority problems concerning the implementation of a common vocational training policy. The working party has drawn up an *Inventory of priority problems regarding research into vocational training.*

Approximation of training standards

After carrying out various activities aimed at the approximation of training standards in certain economic sectors, the Commission is currently seeking ways of dealing more comprehensively and speedily with the problems arising in this field. It is conducting a survey in which special regard is paid to the introduction of continuous training conceived on a Community scale.

Training methods and techniques

The Commission has been arranging further seminars for senior vocational training personnel. Six seminars were held in 1971 and 1972 on the following subjects : *Modern methods of adult training in agriculture* (April 1971), *The rôle, objectives and methods of training in road transport* (November 1971), *Continous training and refresher training*

for personnel in commerce (April 1972), *Training for disabled workers* (June 1972), *The training of migrant workers* (October 1972) and *The training of instructors* (December 1972).

Two more seminars on *Industrial training policy, organisation and management* were arranged for personnel from developing countries, the first in May and June 1971 for Latin-American personnel, the second in May and June 1972 for African personnel.

On 9 June 1972, a *European Training and Promotion Centre for Farming and Rural Life* was founded through the combined efforts of the Commission and agricultural trade organisations. Its purpose is to promote information (and basic) and further training for instructors and workers as well as to help to establish Community arrangements in the fields of social structures and vocational training. Lastly, the bulletin entitled *Documentation pédagogique (Formation professionnelle)* has continued to appear four times a year, while Volume 3 (devoted to steelworks) of the handbook on *new processes in the iron and steel industry* was published in 1972.

IV. EDUCATION OF MIGRANT WORKERS' CHILDREN

The question of the education of migrant workers' children is one to which the Community gives special consideration.

The problems arising in this field stem in the first instance from the progressive achievement of free movement of workers as provided for in Articles 48 and 49 of the EEC Treaty. It will be recalled in this connection that on 15 October 1968 the Council adopted Regulation (CEE) No. 1612/68, which, in Article 7, provides that workers shall be entitled to receive instruction at vocational training schools and retraining centres on the same basis and the same conditions as national workers. Similarly, Article 12 stipulates that the children of a national of a member State who is or has been employed in the territory of another member State shall be admitted to general education courses, apprenticeship schemes and vocational training courses on the same conditions as nationals of that State if the children are living in its territory. It adds that member States shall encourage measures which enable such children to attend the said courses in the best possible conditions.

It will also be recalled that as far back as 6 August 1962 the Commission addressed a recommendation to member States on the provision of assistance by welfare services to workers moving from one Community country to another. One of the problems to which this recommendation referred was that of schooling.

In recent years, the problem of schooling for migrant workers' children has steadily grown in importance. The number of migrants rose from 1,615,000 in 1961 to 3,800,000 in 1971 (the latter figure includes 750,000 Italian workers, the rest coming mainly from non-member countries). Authorities are at the same time trying to improve conditions for the reception of foreign workers, the result of which is both to increase the number of foreign families and extend the length of their stay.

In this connection, it should be recalled that in its preliminary guidelines for a Community social policy programme (1971), the Commission included among its objectives various measures designed to improve the situation of migrant workers through better social integration, which presupposes in particular that an appropriate solution should be found to the problem of their children's schooling. The work being done by the Commission is concerned with both the purely educational aspects and the social aspects.

The Commission is convinced that the measures to be taken at both national and international level should meet the following two criteria :

— They should enable the children of migrants to take advantage of the host country's educational system in all directions and at all levels, which necessarily presupposes a *certain amount of integration* ;

— They should enable contact to be maintained with the culture of migrants' countries of origin, so as to *avoid any break* with the family environment and ensure optimum conditions in the event of a return to the country of origin.

Arrangements for educating migrant workers' children cannot be really effective unless they are accompanied by measures to improve the family's socio-cultural level. Welfare services should take appropriate steps to convince parents of the paramount importance of sending their children to school as early as possible.

In November 1972, the Commission held a course for social workers in Naples on the subject of the schooling of migrant workers' children. During the course it became clear that the Commission's general ideas as outlined above were shared in the Community's member countries. So far, however,

no universal solution has been found. It is therefore essential to continue the studies, carry out pilot experiments and compare the various results achieved. All this opens up the way for extensive international co-operation.

Lastly, the Commission is taking part in preparations for the ad hoc conference on the education of migrants, to be held as a result of a decision by the Seventh Conference of European Ministers of Education.

V. EUROPEAN INTEGRATION — PROMOTION OF COURSES AND RESEARCH

1. *In the university sphere*

The Commission is taking various measures to facilitate the organisation of such courses and research in the university sphere.

Every year it makes an inventory of doctorate theses (1,400 for the academic year 1970-71) and advanced research projects (some 700 for the same period) on different aspects of integration.

The facilities established to provide support for such courses and research comprise a *network of about 60 university libraries and 150 European documentation centres set up* by faculties and specialised institutes in Europe and elsewhere, which receive the documentation they need from the various Community institutions.

The creation of these centres is being supplemented by other steps by the Commission, viz. :

— a series of five-months courses on the Commission's premises for young graduates doing individual research ;
— the award of research fellowships ;
— the provision of financial assistance for the publication of selected theses ;
— the holding of competitions for the Communities' Prize ;
— the circulation to universities of lists of suggested subjects for research theses ;
— the provision of technical assistance for the organisation of new courses and seminars ;
— participation in the organisation of symposia, etc.

Various specialised journals, such as the quarterly *Integration* and the monthly *European University News*, are published for the purpose of keeping academic circles informed of developments in legal, economic and political studies on integration as well as of reforms affecting member States' university and school policies and, more generally, all study meetings and publications devoted to European problems.

2. *School and out-of-school education*

As far as this field is concerned, the Commission, with the assistance of educational services and teachers' associations, prepares and distributes written and audio-visual material designed to facilitate the inclusion in history, geography, economics and civics syllabuses of the data necessary for an understanding of the economic and social development of each member State and the problems relating thereto.

The written material consists of European "teachers' series" distributed in five languages.

The audio-visual material comprises series of slides and films as well as school television programmes produced by the *European Committee on Television for Schools*.

Thanks to the prospects opened up by the first meeting of the Education Ministers of the Community's member States, this development of Community courses in schools and universities might well achieve the desired dimensions.

Similarly, the proposals which the Commission made to the Council on 20 January 1972 for associating the younger generation with the development of the Community, in accordance with point 16 of the final communiqué of the Hague Conference, are likely to have implications not only for Education Ministers but also for Ministers responsible for youth questions.

This is because their purpose was to promote joint efforts by the latter Ministers and the Commission to study and solve the various problems relating more specifically to the tasks of informing and training young people and ensuring their civic and socio-professional integration in the Community.

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* Out of print.